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ABSTRACT

A hearing was held for the purpose of receiving testimony on the reauthorization of the Head Start Act on the occasion of the 25th anniversary of the Head Start program, which was first implemented in 1965 to ensure that economically disadvantaged children begin school on an equal basis with their more advantaged peers. Opening remarks by committee chairman Dale E. Kildee are followed by testimony from a wide range of concerned parties. Those testifying included representatives of the Administration for Children, Youth, and Families, the National Head Start Association, and the Head Start Silver Ribbon Panel, as well as corporate officers and program participants and administrators. Testimony concerned such matters as program emphases and improvement, Head Start services to children from birth to 3 years of age, the need for early intervention for disadvantaged children, the need of Project Head Start for higher staff salaries, family support, program flexibility and expansion, full-day services, the improvement of program quality, coordination of state-funded programs, state control, equivalency of programs, and student transition. Additional prepared statements, letters, and materials include numerous questions and answers about details of program operation, discussion of rules and regulations, a description of the services used by a sample of Head Start grantees, a history of the Parent and Child Center Program, testimony of 25 parent participants to the Silver Ribbon Panel at the December 9, 1989 meeting of the National Head Start Parent Association, and personal accounts of successful Head Start participants. (RH)

HEARING ON THE REAUTHORIZATION OF THE HEAD START ACT

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HEARING

BEFORE THE

SUBCOMMITTEE ON HUMAN RESOURCES

OF THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

ONE HUNDRED FIRST CONGRESS

SECOND SESSION

HEARING HELD IN WASHINGTON, DC, MARCH 2, 1990

Serial No. 101-96

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HEARING ON THE REAUTHORIZATION OF THE HEAD START ACT

FRIDAY, MARCH 2, 1990

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON HUMAN RESOURCES,
COMMITTEE ON EDUCATION AND LABOR,
Washington, DC.

The subcommittee met, pursuant to call, at 10:00 a.m., in Room 2261, Rayburn House Office Building, Hon. Dale E. Kildee [Chairman] presiding.

Members present: Representatives Kildee, Unsoeld, Smith, and Rahall.

Staff present: Susan A. Wilhelm, staff director; Damian J. Thorman, legislative associate; Lisa Mozin, professional staff member; Chris Jacobs, administrative assistant; Margaret Kajeckas, legislative assistant/clerk; Lynn Selmser, professional staff member; Elizabeth McNeil, legislative assistant; and Mark Isaac, legislative director.

Mr. KILDEE. The Subcommittee on Human Resources convenes this morning to hear testimony on the reauthorization of the Head Start Act. Twenty-five years ago, the year that I first ran for public office on the state legislative level, Lyndon Baines Johnson created a pilot program under the Economic Opportunity Act of 1964 to help ensure that economically disadvantaged children begin school on an equal basis with their more advantaged peers.

At the time Head Start was a pioneer, a unique approach to helping children, emphasizing strong parental involvement and comprehensive service delivery. This approach is reflected in the program's broad set of objectives. These include working to improve children's health, their emotional, social, and motivational development, improving and expanding their ability to think, reason and speak clearly, and helping both children and their families to gain greater confidence, self-respect and dignity.

While Head Start has served nearly 11 million disadvantaged children, the need for its services has not diminished. In fact, since the development of nine-month services, the program has never enrolled more than a quarter of the eligible population in such programs.

As the committee moves forward with reauthorization, it must seek ways to balance the need to expand Head Start services with the need to ensure the effectiveness of the program. To be effective, the program must continually build upon the current system of quality, and look at ways in which quality can be improved to meet

the complex needs of today's families. As President Bush said in his State of the Union message a few weeks ago, our challenge today is to take this democratic system, a system second to none, and make it better.

Head Start faces this same challenge. Today we are here to look at how we can build upon the successes of the past to create an even better Head Start program for the next 25 years. We welcome all the witnesses and look forward to their testimony concerning the effectiveness of these programs, and how they may be improved.

We are joined today by Congresswoman Jolene Unsoeld. Jolene, do you have an opening statement?

Mrs. UNSOELD. No. I appeal to the witnesses to give us the ammunition to bring this thing back to life with more money.

Mr. KILDEE. Very good. One nice thing is that we have had bipartisan support for the program for many years, and we have it again this year. We have to make sure, as I pointed out in my opening statement, that we not only serve more children, because there are so many unserved out there, but that the quality of the program does not deteriorate. Maintaining the quality of Head Start is a very important concern of this subcommittee.

We are going to start off first this morning with a statement from Mr. Coleman, a member of the subcommittee which, without objection, will be placed in the record.

[The prepared statement of Hon. E. Thomas Coleman follows:]

E. THOMAS COLEMAN, Missouri 6th

Mr. COLEMAN. Mr. Chairman, I am not with you this morning because I am visiting several Head Start Centers in my district in Missouri. However, I would like to take this opportunity to thank you for holding this hearing on Head Start; like you, I am a strong advocate of this program, and I appreciate the opportunity to submit my comments for inclusion in the hearing record.

Today, many of our children face overwhelming odds in developing the skills and knowledge necessary to succeed in the early, most critical years of their educations. For 25 years, Head Start has compiled an outstanding record of achievement with children receiving the educational, medical, and development services offered through the program. Research has shown that children enrolled achieve substantial gains in learning skills and personal development, and are significantly better equipped to face the demands of elementary school. For many it is the first step in the educational process, providing a solid foundation for their entry into the larger world.

As important as the educational component are the other elements that comprise Head Start: Health, Parent Involvement, and Social Services. Unfortunately, at current funding levels, only 20% of the eligible 3-5 year old population is benefited by the program. I strongly support efforts to increase funding, in an effort to bring as many eligible children as possible into Head Start. In addition, I believe we must support efforts to improve instructor salaries, increase staffing, and expand staff training if Head Start is to continue to positively impact communities and early childhood programs across the nation.

Again, Mr. Chairman, I appreciate your efforts in holding this hearing today. I am confident in our shared support of Head Start, and I look forward to working with you as we draft the reauthorization language.

Mr. KILDEE. Our first witness, representing Congressman Goodling, who is the Ranking Republican Member of the Full Education and Labor Committee, is another member of that committee, Honorable Peter Smith, who will read the statement of Mr. Goodling. Peter?

STATEMENT OF THE HONORABLE WILLIAM F. GOODLING, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF PENNSYLVANIA

Mr. SMITH. Mr. Chairman, I have to tell you that I have only been in this position one time before, and I, as glad as I am to be here, I have to confess I like it on the other side of the table better.

Parenthetically before I begin with Mr. Goodling's statement, I would tell you that when I had the good fortune to be the founder of the Community College of Vermont back in the late 1960s, our first—and we struggled with that community-based institution—among our first students, all of whom are designated to be and still are working and poor rural adults, but among our first students were a group of Head Start parents who were brought in the early phase of that program, and we worked closely with it, and I have never forgotten the kind of quality and kind of power and the kind of intensity that was brought, not only to the childhood dimension, but also to the family dimension as it was brought to the program as it was originally conceived.

Mr. KILDEE. We have found that many of the Head Start parents who are involved in the program themselves went on to achieve because of their exposure to this program, and went on to study at the college you helped found.

Mr. SMITH. This is Congressman Goodling's statement, I would underscore, and I am here at his request and happy to be so.

Mr. Chairman, and members of the Subcommittee on Human Resources, as Ranking Republican on the Full Education and Labor Committee, I would like to thank you for this opportunity to present my views as we consider the reauthorization of the Head Start Act.

1990 represents 25 years of Head Start programming. Any cooperative effort, whether it be an organization, a program or a marriage, that celebrates a 25th anniversary has accomplishments for which they can be proud. Head Start is no exception.

In fiscal year 1990, with an appropriation of $1,386,000, Head Start is expected to serve 488,470 eligible children. Service is an appropriate work for Head Start programs. These children receive necessary social, nutritional, and educational services by caring professionals who, in plain English, love Head Start. We must show a greater appreciation for these service-minded individuals through funds targeted to increase salaries and training opportunities. Dollars put in this direction will not only benefit teachers in terms of professional development and self-esteem, it will also be beneficial to the children and families they serve.

Anniversaries should be a time when we reflect on where we have been, where we are now, and how we are doing in terms of fulfilling the goals we set as we began the journey. In any organization, program, or relationship, if we don't ask the tough ques-

tions, if we don't face problems head on, if we pretend that difficulties will work themselves out by ignoring them, or in the case of Head Start providing enough funds to serve every eligible child, we will shortchange ourselves, and those whom we serve.

Frankly, I am concerned about legislation and discussion floating about "full-funding" of Head Start. When members sing this tune, they are making implicit statements about the overall effectiveness of a program, which when we look at the facts, we see is questionable.

Now I am not saying the answer is divorce. The Federal Government should not lessen its commitment to the Head Start program. What I am saying is that we could use some meaningful professional advice and a strengthening of the Head Start family unit.

The climate in which Head Start operates today is drastically different from what it was in 1965. Do you realize that some Head Start programs are providing services to children who were born addicted to crack? In the 1987–1988 program year, 54 percent of our Head Start children came from single-parent homes. In the 1988–1989 program year 54 percent of our Head Start families were eligible for medicaid.

Active parental participation empowers Head Start parents to be advocates for their children, themselves, and the program. Head Start has the potential to be a developmental tool for parents themselves in terms of dealing with the problems of illiteracy, substance abuse, lack of job skills. How can Head Start in the 1990s and beyond meet the needs of families today? Given our great numbers of working and single parents, is it time to develop more innovative approaches to parental participation? I do not recommend mandating parental participation. Oftentimes, the children of parents who can or will not participate in Head Start are the children who need services the most.

Parental involvement is crucial in Head Start for a number of reasons. The impact of Head Start on children is diminished if parents are not replicating what is being taught to the children during the day. Unfortunately, national studies have failed to assess the contributions of parents to Head Start programs or the benefits parents have received from their participation.

According to the Head Start syntheses project, issued from the Department of Health and Human Services in 1985, it is clear that parents see the benefits to their children in Head Start, but evidence is unclear as to whether parental child rearing practices are improved due to Head Start or whether special parent-as-educator programs have had a positive impact on children or themselves. Studies have also shown that Head Start programs have had little effect on parents' attitudes toward education.

This is unfortunate, because there has been quite a bit of research that shows that parent involvement in their child's education has a positive impact on their academic performance. I don't doubt that this is true for parental involvement in Head Start. Why don't our studies demonstrate this? Are changes in the program needed or do we need to devise a more accurate measure? These are crucial questions that must be addressed before we speak about funding for all eligible children.

Virtually all studies on Head Start and quality preschool programs have demonstrable evidence that these programs provide a significant increase in a child's intellectual performance, and a reduction of placements in special education classes. The placement issue is critical. A child who is placed and doesn't belong in special education classes can be stigmatized and become discouraged in such a way as to thwart their academic potential.

However, I am concerned about Head Start graduates losing ground after a few years. Most studies have shown that gains in IQ scores, school readiness, and achievement are undetectable after the second year of school.

This points to a need for better coordination between Head Start and elementary school. I encourage my colleagues to consider ways to provide for a more formalized coordination between Head Start and Chapter 1, as well as develop recommendations for how Chapter 1 programs can provide more comprehensive services and opportunities for parental involvement themselves.

I am not opposed to spending money for Head Start. The subcommittee, in a bipartisan agreement, is considering over $2 billion for Head Start. We may even agree to larger sums in the end. The point is that we can't treat Head Start like the golden calf. If we can work together to make the kind of changes that will truly strengthen the structure and maintain the positive outcomes of the program, we will be willing to put our money where our mouth is. I challenge the subcommittee to focus your energies during the reauthorization process not so much on full funding of Head Start, but on full functioning of Head Start.

The following are areas that I believe must be improved in any reauthorization:

One, there must be a much stronger mandatory training and education component for the parents of these children. Just having the parents participate is not enough. In most instances, the parents have been, for one reason or another, shortchanged in their own social and educational development and have no idea the very important role they must play as their child's coach when they come home each day from their pre-school program.

Two, although it is going to be very difficult to do because of the tremendous shortage, the very best adults in the classroom with training in early childhood development must be hired, and those presently in service must be trained and retrained.

Three, although it is imperative that those most in need are served first, I truly believe we must include peer role models who have had preschool advantages at home. I do not believe a segregated program will ever bring the most desired results.

Four, I think it is imperative that every Head Start program develops a very close relationship with the school personnel where the Head Start children will enroll for their formal education.

The survival of this Nation in a very competitive world setting may, to a great extent, depend on how well we can improve preschool programs such as Head Start. I look forward, Mr. Chairman, to working with you to make sure a good Head Start program becomes an outstanding program.

[The prepared statement of Hon. William F. Goodling follows:]

Honorable William F. Goodling

Testimony before the Subcommittee on Human Resources
Reauthorization of The Head Start Act
March 2, 1990

Mr. Chairman, and Members of the Subcommittee on Human Resources, as Ranking Republican on the Full Education and Labor Committee, I would like to thank you for this opportunity to present my views as we consider the reauthorization of the Head Start Act.

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(4) I think it is imperative that every Head Start program develops a very close relationship with the school personnel where the Head Start children will enroll for their formal education.

The survival of this nation in a very competitive world setting, may, to a great extent, depend on how well we can improve pre-school programs such as Head Start. I look forward, Mr. Chairman, to working with you to make sure a good Head Start Program becomes an outstanding program.

Mr. KILDEE. Thank you very much, Mr. Smith. We appreciate your reading Mr. Goodling's testimony for us and we look forward to working with you on this issue too.

Mr. SMITH. Thank you.

Mr. KILDEE. Our next witness will be Dr. Wade Horn, Commissioner, Administration of Children, Youth and Families, Office of Human Development Services, U.S. Department of Health and Human Services.

STATEMENT OF WADE F. HORN, COMMISSIONER, ADMINISTRATION FOR CHILDREN, YOUTH AND FAMILIES, OFFICE OF HUMAN DEVELOPMENT SERVICES, DEPARTMENT OF HEALTH AND HUMAN SERVICES

Mr. KILDEE. We welcome you here this morning and appreciate your courtesy call that you made a few weeks ago.

Mr. HORN. You are very welcome.

Mr. Chairman and members of this committee, I am pleased to have the opportunity to appear before you on behalf of the Department of Health and Human services to urge the reauthorization of the Head Start program. With me today is Clennie Murphy, Associate Commissioner of the Head Start Bureau. It is a pleasure to request the reauthorization of this important program, one that is high on the agenda of both the President and Secretary Sullivan.

On May 18th of this year, the Head Start program will celebrate its 25th anniversary. For a quarter of a century, this program has been providing comprehensive child development services to poor children and their families. More than 11 million children have been served by the program since its modest beginning in the summer of 1965.

Mr. Chairman, we are here today to request reauthorization of the Head Start program because we know that it is a program that works. Not only has research told us it works, but literally thousands of people have as well. For example, as part of our preparation for the 25th anniversary of Head Start, we asked for personal accounts from individuals who are now adults, many with children of their own, about their Head Start experience. We received thousands of responses.

A representative sampling of their stories is recounted in Head Start Success Stories, copies of which I am pleased to make available to members of this committee. I am sure that you will find these personal accounts as moving as I have found them; they provide compelling evidence of the role Head Start has played in shaping these people's lives.

But we at the Administration for Children, Youth, and Families are not content with resting on our laurels. Rather, we are continually striving to improve this very important program. For example, we have recently begun the process of moving Head Start research into its second generation—beyond the simplistic question of "Does Head Start work?" and toward the more complex question of "What aspects of Head Start work, for whom, under what circumstances, and in what situations?"

To this end, I have convened a national Head Start Evaluation Advisory Panel to help formulate this second generation of re-

search questions. It is also our hope that this process will help us find ways to better ensure that the gains made by children while in Head Start do not fade away over time.

Looking toward the next 25 years, the future of Head Start is indeed very bright. Both President Bush and Secretary Sullivan are committed to achieving the goal of providing at least one year of a Head Start experience to all eligible children prior to entry into public school. As a result of the President's budget request for fiscal year 1990, the Department is already fully engaged in carrying out a major expansion of the program that will bring an additional 37,500 new children into the Head Start program.

And for 1991, the President has already announced that he is seeking a $500,000,000 increase for the Head Start program. This increase, if fully appropriated, would be the largest single-year increase in the 25-year history of the Head Start program, and would allow us to increase enrollment by up to 180,000 children.

The Head Start program has grown and thrived on its Federal-to-local approach, and will continue to do so in the future. On the other hand, Head Start has never been a program funded solely by Federal dollars. Federal dollars alone cannot provide Head Start for all eligible children—state, tribal, local, and private funds must also contribute to the effort. Consequently, in addition to asking for increased funding, we are taking the following steps to create new incentives for others to join us.

We will be setting aside a portion of the fiscal year 1991 funds to match state and local contributions to Head Start grantees. Individual grantees will be eligible to receive funds from this matching pool if new state and local dollars are committed to the Head Start grantees in the state.

We also have under development Head Start Collaboration Projects. These projects will create models, in ten states, of high-level partnerships between Head Start and state governments to better meet the increasingly complex, intertwined, and difficult challenges facing programs which serve low-income families.

Head Start owes much of its success to its family focus, and we will be working in the coming years on ways to further Head Start's ability to strengthen families. For example, we will be working hard to coordinate Head Start with programs under the Family Support Act of 1988, which includes the JOBS program. Our intention is to help provide parents of children in Head Start an opportunity to participate in the JOBS program, as well as to encourage Head Start grantees to act as training providers for JOBS participants.

We are also developing a new initiative called Head Start Family Service Centers. These centers will test the effectiveness of using Head Start centers to provide coordinated services for substance abuse, adult illiteracy, and job skills to family members of children enrolled in Head Start.

And we will be redoubling our efforts to provide literacy training to parents of Head Start children. Several literacy demonstration projects are already underway, and a Family Literacy Resource Guide is being developed. Indeed, we have established a national goal of implementing an adult literacy program in every Head Start center by the end of 1992.

Recently, Mr. Chairman, I had the pleasure of experiencing in a very personal way, the power of Head Start to inspire people to commit themselves to working for those who are less advantaged than many of us. I brought my two children to a recent screening of a new promotional film for Head Start, and afterwards on the drive home my youngest daughter, who is five, turned to me and said daddy, I know what I want to be when I grow up now; and I said what, and my daughter said I want to be a Head Start teacher, and then she thought for a moment and she said "either that or a cheerleader." That is somewhat better than a couple of years ago when she told me she wanted to grow up to be the Baby Jesus.

Now, Mr. Chairman, that concludes my opening remarks, and I will be happy to answer any questions that you or any other members of the committee would like to ask.

[The prepared statement of Wade F. Horn follows:]

DEPARTMENT OF HEALTH & HUMAN SERVICES

Office of
Human Development Services

Office of Assistant Secretary
Washington D.C. 20201-0001

STATEMENT BY

WADE F. HORN, PH.D.

COMMISSIONER

ADMINISTRATION FOR

CHILDREN, YOUTH AND FAMILIES

OFFICE OF HUMAN DEVELOPMENT SERVICES

DEPARTMENT OF HEALTH AND HUMAN SERVICES

BEFORE THE

HUMAN RESOURCES SUBCOMMITTEE

COMMITTEE ON EDUCATION AND LABOR

U.S. HOUSE OF REPRESENTATIVES

March 2, 1990

Mr. Chairman, and Members of the Committee, I am pleased to have the opportunity to appear before you on behalf of the Department of Health and Human Services to urge the re-authorization of the Head Start program. With me today is Clennie Murphy, Associate Commissioner of the Head Start Bureau.

It is a pleasure to request the re-authorization of this important program, one that is high on the agenda of both the President and Secretary Sullivan.

On February 21, 1990 Secretary Sullivan transmitted the Administration's proposed "Head Start Amendments of 1990." We urge your prompt consideration of this legislation.

Background

On May 18 of this year, the Head Start program will celebrate its 25th Anniversary. For a quarter of a century, this program has been providing comprehensive child development services to poor children and their families. More than 11 million children have been served by the program since its modest beginning in the summer of 1965.

By the end of this year, we will be serving more than 488,000 children in a nationwide network of almost 1,300 local organizations located in some 2,000 communities. Head Start services are comprehensive: in addition to developmentally appropriate education, children receive comprehensive health care, including immunizations and physical and dental exams and treatment, and hot meals to help meet nutritional needs. In addition, parents are very closely involved in the education of their children through frequent meetings with staff, and by serving as program volunteers. The needs of the family are met by a variety of social services which assist parents to achieve self-sufficiency.

Head Start also has a long tradition of providing services to children with disabilities. Since 1974, the program has assisted in carrying out the provisions of PL 94-142 in providing appropriate education to children with disabilities in the least restrictive setting or "mainstream" environment. Indeed, Head Start is the largest preschool program in the country serving children with disabilities. Currently, over 13% of the children enrolled in Head Start have a diagnosed disability.

Mr. Chairman, we are here today to request re-authorization of the Head Start program because we know that it is a program that works. Not only has research told us it works, but literally thousands of people have as well. For example, as part of our preparation for the 25th anniversary of Head Start, we asked for personal accounts from individuals who are now adults, many with children of their own, about their Head Start experience. We received hundreds of responses. A representative sampling of these stories is recounted in Head Start Success Stories, copies of which I am pleased to make available to members of this Committee. I am sure you will find these personal accounts as moving as I have found them: they provide compelling evidence of the role Head Start has played in shaping these people's lives.

But we at the Administration for Children, Youth and Families are not content with resting on our laurels. Rather, we are continually striving to improve this very important program. For example, we have recently begun the process of moving Head Start research into its second generation--beyond the basic question of "Does Head Start work?"--to the more complex question of "What aspects of Head Start work, for whom, under what circumstances, and in what situations?" To this end, we have convened a national Head Start Evaluation Advisory Panel to help formulate this second generation of research questions. We will be supporting some of this research ourselves, and encouraging others to do the same. This second generation of Head Start research will provide us with the necessary knowledge to make Head Start work for every eligible child and family that we serve.

The Administration for Children, Youth and Families is also committing significant new resources to strengthening our system of comprehensive, periodic review of Head Start programs and the services they provide to our children. While Head Start is a local, community-operated program, it is important that all children, everywhere in this nation, receive high quality services. Consequently, our re-authorization bill proposes an amendment which would assure that every Head Start grantee will receive a full and in-depth programmatic and fiscal review at least once every three years.

The Future of Head Start

Looking toward the next twenty-five years, the future of Head Start is indeed very bright. Both President Bush and Secretary Sullivan are dedicated to fulfilling the commitment made in the National Education Goals of working with the States to ensure that all eligible children have access to Head Start or some other successful preschool program with strong parental involvement. As a result of the President's budget request for Fiscal Year 1991 (in which a $250 million increase was sought but only $151 million appropriated), the Department is already carrying out a major expansion of the program in the current Fiscal Year, an expansion that will bring 37,500 new children into the Head Start program.

And for Fiscal Year 1991, the President has already announced that he is seeking a $500,000,000 increase for the Head Start program. This increase, if fully appropriated, would be the largest single-year increase in the twenty-five year history of the program, and would increase enrollment in Head Start by an additional 180,000 children. Indeed, if Congress joins the President in appropriating the full $500,000,000 this increase could allow us to serve up to 70% of eligible children for at least one year and bring within reach our goal of a universal Head Start program.

Since Head Start is a program that works, we do not see the need for major changes in the Head Start Act at this time. The program has grown and thrived under its Federal-to-local approach, and will continue to do so in the future. On the other hand, Head Start has never been a program funded solely by Federal dollars. Federal dollars alone cannot provide Head Start for all eligible children--State, Tribal, local government and private funds must also contribute to the effort. Thus, in addition to asking the Congress for re-authorization and increased funding, we will set aside a portion of the fiscal year 1991 funds to match State contributions to Head Start grantees. All States will receive their allottment under the statutory formula in the Act, but individual grantees will be eligible to receive even more funds if new State dollars are committed to the Head Start grantees in the State. This will provide States with an opportunity to participate in a program that has shown itself to be successful in helping prepare children for school.

We will also be working hard to coordinate the programs under the Family Support Act of 1988, which includes the Job Opportunity and Basic Skills (JOBS) Training program, with Head Start. We are requesting changes in the Head Start Act, as part of this re-authorization, to require Head Start grantees to coordinate with State agencies administering the JOBS program. Our intention is to help provide parents of children in Head Start an opportunity to participate in the JOBS program, as well as to encourage Head Start grantees to act as training providers for JOBS participants. Discussions between the Administration for Children, Youth and Families and the Family Support Administration have already begun to develop the appropriate linkages at the Federal level.

Other Initiatives

I would like to take this opportunity to share with Members of the Committee several other exciting initiatives we are undertaking in Head Start.

- Literacy Projects. Head Start is continuing its efforts to provide literacy training to the parents of Head Start children. Several literacy demonstration projects are underway, and a Family Literacy Resource Guide will be developed and disseminated nationally. Indeed, we have established a national goal of implementing an adult literacy program in every Head Start center by the end of 1992.

- Transition to schools. It is our goal to see that the gains children make in the Head Start program are maintained by the school systems. We will be developing ways to encourage school systems to both recognize and build on the skills acquired through the Head Start experience in order to assist these children in their transition to kindergarten or first grade. In addition, at the federal level we will be exploring ways to better coordinate with both the Even Start and Chapter I programs within the Department of Education.

Other Programs

In addition to re-authorization of the Head Start Act, there are two other programs that I would like to address briefly. The first is the Child Development Associate Scholarship Assistance Program. Our Head Start re-authorization bill calls for extending this program. The Child Development Associate (CDA) credential has proven invaluable to many Head Start parents, and others who begin their upward mobility by working for Head Start. Indeed, over 30% of Head Start staff are former Head Start parents.

The Administration would support extension of the State Dependent Care Development Grants Act through Fiscal Year 1993. In Fiscal Year 1990, the Administration for Children, Youth and Families will distribute over $13 million to the States under this program for activities related to dependent care resources and referral systems and school-age child care services.

Under the State Dependent Care program, States have a great deal of flexibility in the use of grant funds, and States have shown considerable variation in the specific activities they have elected to support. In general, most States distribute the majority of funds designated for school-age child care to local organizations for the establishment or expansion of school-age child care programs. States have carried out a wide variety of activities to expand and improve resource and referral services, including the development and distribution of informational material, the purchase and upgrading of computer systems and other equipment, support for conferences, and conduct of needs assessments, among other activities.

In Fiscal Year 1988 (the most recent year for which we have full reports), Iowa, for example, awarded 12 competitive grants of up to $10,000 each to local agencies, four for information and referral activities and eight for school age child care activities. In Michigan, Dependent Care funds were used to award 45 competitive grants of up to $7,000 each to establish or expand school-age child care programs. In addition, Michigan used its funds for resource and referral activities to expand and improve its Community Coordinated Child Care (4-C's) network, which maintains and operates a computerized data base of child care providers throughout the State.

Conclusion

Mr. Chairman, I would like to reaffirm to you and the other members of this Committee the commitment of the Department and the Administration for Children, Youth and Families to continue providing high quality services to Head Start children and their families, and to move vigorously to making these services available to every eligible child in the nation. We are asking that the Head Start Act be re-authorized for three years with the minor program changes noted in my testimony.

I will be happy to answer any questions you may have.

Mr. KILDEE. Thank you very much, Dr. Horn. I would call attention to the committee here to your roots at Michigan State. I went to University of Michigan, the "other" college there.

Mr. HORN. That is the "other" college.

Mr. KILDEE. Thank you very much for your testimony. I again appreciate your calling upon me, and we are serving the same constituents out there, and the President has recommended more dollars for this program, so we will work our way through the authorizing process.

I introduced a bill yesterday increasing the authorization level for Head Start with bipartisan support, and also introduced another bill to look at the long-range growth of Head Start. During your appearance, Dr. Horn, before the Senate Labor and Human Resources Committee yesterday, you mentioned that the administration has spent $300 million for quality improvement in Head Start. Can you tell us specifically where those funds were spent to improve program quality?

Mr. HORN. The statement I made yesterday was that over the last five years, approximately $300 million has been appropriated as increased funding for the Head Start program. Some $219 million of those funds have gone specifically to enhanced teacher salaries, and to offset increases in operating costs, as opposed to expanding enrollment slots. I could provide for the record a more detailed breakdown of those, if that is what you would like.

Mr. KILDEE. All right. Thank you.

If you could indicate too in that breakdown how much of those extra dollars were used to actually increase salaries as far as purchasing power, and how much were merely put in to keep up with inflation.

Mr. HORN. I would be happy to provide that for you.

Mr. KILDEE. Head Start is probably one of the great success stories of the Federal Government, and I think that is the reason why it has enjoyed not only bipartisan support, but support of the business community, and we have people from the business community to testify here today. As great as is it, we are concerned about the fact that we want to maintain and enhance the stability of staff in Head Start, because the salaries have really not been all that attractive, and maintaining stability is a very important thing.

I indicate very often that I go out to the National Zoo here in Washington, DC. I used to go more often when my children were smaller. The people who work at the National Zoo really earn every cent that they make. There is no question about that. But when you look around the country you find that generally Head Start people are making less, and that bothers me, it really does bother me, because our children are extremely important. The way to bring equity there is not to reduce the salary of people working at the National Zoo, because they certainly earn their money, it is raising the salaries elsewhere.

As a matter of fact, as an aside, I can recall when I taught at Flint Central High School and belonged to the American Federation of Teachers, which was the "other" group, and we would have our meetings in the American Federation of Teachers, and for about three meetings in a row they would come in and say that so-and-so who was the head maintenance person was making more

money than the teachers, and they keep complaining that so-and-so was making more money than the teachers.

And finally I said we were not going to really accomplish anything if we were to bring his salary down to ours, our job was to go to the board of education, as he did, and say that we were worth more.

So I really believe that we have to look very, very carefully at the salaries of the people involved in Head Start. Because we are dealing with our most precious commodity in dealing with our children.

Before I go on, I want to call attention to the fact that my colleague, a person who came to Congress at the same time I did, Mr. Nick Rahall from West Virginia, has entered the room. Nick, happy to see you.

So if you could give us a breakdown of where that money has been spent in the last five years to improve the quality, we will work with you and see what we can do as we increase the authorization, how much of that money can be used not just to increase the quantity of those being served, and you and I would agree with that, and I know the President agrees with that—but to make sure that we maintain and enhance the quality of Head Start, because it is not a static program, it is a very dynamic program.

Could you explain, Dr. Horn, how the administration's limitations on serving only four-year-olds with new half a billion dollars which the President has recommended relates to current Head Start law, which ensures the flexibility of Head Start grantees to serve children for more than one year.

Mr. HORN. The proposal, as I understand it, is to target serving children for the year before they enter the public school system. When the Head Start law was originally enacted in 1965, there were many states which did not have universally available kindergarten systems. As of 1977 when Mississippi enacted universal public kindergarten, all 50 states now in fact have a publicly funded, universally available kindergarten system. Consequently, we believe that most 5-year-olds should be attending kindergarten.

When you talk about kids having a year of Head Start prior to their entrance into kindergarten, for most children that is going to be four-year-olds, not five-year-olds. And so when we talk about serving mostly four-year-olds in Head Start, that is because of the fact that we want to target these funds to serve children the year before they enter into the public school.

We are not backing off from our commitment to three-year-olds. In fact, there are over 100,000 three-year-olds currently served within the Head Start system nationwide, and there is no request that grantees diminish their commitment to serving those three-year-olds. In fact, if in a given community, there are adequate funds to serve all eligible children the year before they enter into the public school system, the grantee will have absolute freedom to serve three-year-olds.

And so we really don't see this expansion effort as in any way contradictory to the intent of the statute. Nevertheless, there are always difficult choices to make. That is, do you choose to serve twice as many children in Head Start for one year or half as many for two years. We think, given the fact that the research is not

overwhelmingly convincing that you get double the impact from two years of Head Start, that we should choose to expend these expansion monies by serving twice as many kids for one year, rather than half as many kids for two years.

I would also, if I can, Congressman, I would like to go back to your other remark about quality and just state a few things that I think are important to recognize. There have been some statements that have been made recently that the quality in the Head Start program has been diminishing over the recent history. I know of no evidence that that is the case, and I welcome anyone to produce that evidence for me. In fact, we have two indicators that would suggest the quality of the program is actually going up.

Currently, 78 percent of the classrooms in Head Start have someone in the classroom who has at least a Child Development Associate (CDA) credential or above. That is the highest level of credentialling in the history of the Head Start program. If credentialing is one marker of quality service, then that would indicate that we are at a higher level of quality today than ever before.

Second, we are also now at the highest level of delivery of medical services to Head Start chhildren in the history of the program. Last year, 99 percent of all children in Head Start got a medical screening, and 97 percent of those children who required treatment following that medical screening got that treatment. The figures are very similar for dental services, which are also at the highest level they have ever been in the history of the program.

So on those two markers it appears to me as though quality is actually going up. That is not to say that we are insensitive to teacher salary issues. I only brought up those figures yesterday to suggest that there is some history of concern about teacher salaries. It is always a difficult choice to make between where you put expansion dollars; and for this year, it is our priority to expand the program to as many children as possible.

It is also important to note that nationwide, the turnover in Head Start, and it is certainly not because of high salaries, but the turnover is actually low. The turnover rate is about 15 or 16 percent in the Head Start program nationwide, which compares quite favorably to the recent child care staffing study which obtained an annual turnover rate of 41 percent in other child care facilities.

And so again, we are not insensitive to salaries in Head Start. We think they need to be enhanced and we are moving towards that. With this year's funds we are proposing, however, to have a different priority.

Mr. KILDEE. I think it was in 1986 that my subcommittee created a scholarship program for the CDA credential, that was a congressional initiative, and I think that has helped maintain the quality in the Head Start program. I think our concern is, and I think you share that with us, and we want to work together on this, is that as we do increase the number being served, that we keep a very watchful eye on the quality of the program, because very often there is a danger, as you increase numbers, that you can reduce the quality, not necessarily, but I think we have to keep a very watchful eye.

We also need to make sure that those people involved in Head Start continue to get training; and one level of training for 1986

doesn't mean that that training level cannot be improved for 1991, and I want to work with you on that.

The one concern I have on limiting, as the President would suggest, a half billion dollars to serving four-year-olds is that we do take something away from the local agencies, we take away some options. And generally, the President has shown a great deal of trust in local agencies to determine how to exercise those options, and I am very reluctant to take that option away.

Because even though Mississippi has changed its law, there are still about 30 percent of the children in this country who are not enrolled in public kindergarten, and I think that we should maintain that local option, and let them decide how best to spend any extra dollars in the program. Because for the most part, those being served will be the four-year-olds, but I don't think we have to say well, you can't use any of this extra money in a flexible way if the need in your local community indicates that that would be a good way to spend it.

Mr. HORN. We have no disagreement.

Mr. KILDEE. Okay. Very good.

Mrs. Unsoeld?

Mrs. UNSOELD. Thank you, Mr. Chairman.

I would like to explore that area just a bit more too. I thought you said that if there were adequate funds locally, then the local folks could opt to continue to serve three-year-olds, if you request, and we authorize no additional funds for that purpose, it is very unlikely the locals will have that extra funding, is it not?

Mr. HORN. Well, again, there are over 100,000 three-year-olds currently being served in Head Start. There is no intent in anything that we are doing to try to back off of that continuing commitment to serve three-year-olds. What we are saying is that we would like grantees to first consider targeting the expansion funds toward children the year before they enter into public schools. In some areas that will be five-year-olds, as has been pointed out, because not all five-year-olds are in kindergarten programs. In most instances, however, it will be four-year-olds.

But if there is a particular community that is already serving all elligible four-year-olds and there are some places where that is the case, in those instances we of course would have no objection to expanding services to three-year-olds.

Mrs. UNSOELD. No objection, but not much encouragement either if we don't put some more money in there.

You also indicated that part of the rationale for this was that there is no evidence that by serving children two years, that they have twice the—what did you call it, the——

Mr. HORN. Twice the impact.

Mrs. UNSOELD. Can you prove, or do we have any way of showing that if they attend both first and second grade, it has twice the impact? We don't require that kind of a standard for public schools or any schools, do we?

Mr. HORN. Again, when you have a limited amount of funds, the hard choice is, do we give a program that we know is effective to twice as many children, or to half as many children. That is the difference between one versus two years, because the reality is, if you don't have funds to cover everybody and you give a program

for two years, there is a child out there who doesn't have the benefit of any of that program. And so it is a difficult choice.

Now, we are not saying that there should be no children served for two years. For example, we think that some children, such as disabled children, should get two years of service.

But again, in times when you don't have enough funds to cover everybody, there are difficult choices to make.

Mrs. UNSOELD. I don't disagree with you about the hard choice, but I don't think you are cranking out all of the factors in that high school dropout rate, which I believe is influenced by all that has happened from birth on, is slightly more than 25 percent nationally. Each year's class of dropouts estimated is going to cost the rest of us $260 billion over the course of their lifetime. That is a cost factor that I don't think is coming into this equation.

And second, industry is now spending $25 billion a year in remedial education, because of the product they are getting out of our schools—some of those disadvantaged who never quite make it. And I think that those costs to society have got to be cranked into our tough choices of whether we cut a B-2 or something else, and put it into this program.

But I appreciate your attitude about the Head Start program and I hope your daughter does grow up to be a Head Start teacher.

Mr. KILDEE. I know, Doctor, that you are familiar with the Ypsilanti Perry School Study, which fits directly into the comments made by Mrs. Unsoeld here. Those studies indicate, and many of the Head Start programs are based upon the Ypsilanti Perry School model, that there is, setting aside what is called human dignity, what is morally right, that fiscally, programs like Head Start really save the government dollars on remediation, on corrections, and social services down the line.

This is I think one of the reasons why this program has had such good support on both sides of the aisle and in business and industry, that not only because of the human dignity factor—and I am sure that is shared on both sides of the aisle—but also that fiscally it is really a good investment and a savings for the government in those other areas of remediation, social services, and indeed even in corrections.

Mr. HORN. You are absolutely right, and the data is very, very convincing that if you intervene early you can save dollars later on. We have no argument. In fact, the President has for two years in a row now offered in his budget the two largest single-year increases in the history of the Head Start program. I think that that shows his commitment to the Head Start program, and his understanding of the value of pre-school comprehensive services to prevent those kinds of disabling conditions later on.

Mr. KILDEE. And to give the President credit I might question the four-year-old aspect, but I certainly welcome the President's serious and generous commitment to this program.

Mrs. UNSOELD. I will echo that; I look forward to working with both of you. We drew the limit in time today. We would like to request some additional information, and we will keep the record open for probably two weeks for a response for inclusion in the record.

[The information follows:]

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SUBCOMMITTEE ON HUMAN RESOURCES

March 7, 1990

Dr. Wade F. Horn
Commissioner
Administration for Children, Youth, and Families
200 Independence Avenue, SW
Washington, D.C. 20201

Dear Dr. Horn:

I am writing to thank you for the testimony which you presented to the Subcommittee on March 2, 1990 concerning the reauthorization of the Head Start Act, State Dependent Care Development Grants Act and Child Development Associate Scholarship Assistance Act.

As I mentioned at the hearing, I have additional questions which I would appreciate your answering for the record.

1. The Head Start Act explicitly states that local programs may provide more than one year of service to eligible children from age 3 to the age of compulsory school attendance in their states. Congress clearly intends that the decision to serve a child for more than one year remain the prerogative of the local programs which best understand the special needs of children and families in their communities. During the last reauthorization of Head Start in 1986, both the House and Senate committee reports contained language which strongly reaffirmed the intent of the Congress to ensure this local flexibility.

Nevertheless, the Department issued its 1990 funding guideline on February 6, 1990 which limits the ability of local programs to serve a child for more than one year. Page 7 of the guideline states "Expansion funds should not be used to provide a second year of services to current Head Start enrollees." In contrast, Section 645(c) of the Head Start Act, "Participation in Head Start Programs," states that Head Start programs may provide services to children for more than one year. Please explain this inconsistency. Additionally, please indicate whether the Department's General Counsel has rendered any opinions on this issue, and if so, please provide a copy.

* Is it the Department's policy that expansion funds be limited to four year olds? If so, is the Department's policy limited only to new funds. Is this based on any research on Head Start programs?

- If a local program finds that there is significant need in their community to serve three or five year olds how does the Department respond to this need?

- How do Head Start grantees determine the number of 3, 4, and 5 year olds they will serve each year? Does the Department prescribe the number or percentage of children in each age group to to be served by grantees? If so, please provide the Subcommittee with copies of such instructions. Are local needs and assessments taken into account when making this determination? Under what conditions are grantees allowed to serve children for more than one year?

- Are Head Start grantees denied expansion funds if they choose to serve children for more than one year or non-four year olds?

- Have any estimates been prepared within the Department on the number of eligible 3, 4, and 5 year olds that would need Head Start services? If so, please provide the Subcommittee with this information.

2. Is the February 6, 1990 guidance document and the manner of its issuance consistent with the requirements in Section 644(d) of the Head Start Act?

3. Section 640(a)(3) requires that 87 percent of the appropriated funds be distributed to the state by formula. However, the funding guideline indicates, at page 3, that the funds will be distributed on a competitive basis. Under what authority does the Department distribute funds in this manner? Under what authority does the Department make a distinction between expansion dollars and regular program dollars?

4. What factors are taken into consideration in awarding new Head Start funds? Are some factors weighed more than others. How much weight is given each factor? Who applies these factors?

5. How is the per pupil cost determined for an individual grantee? Does the Department prescribe limits on these costs and, if so, in what manner?

6. Does the Department plan on using any of the $500 million requested for fiscal year 1991 to improve salaries? If not, how does the Department plan on attracting adequate staff to meet the needs of an expanding program with such low salaries?

7. Please explain why the Department is seeking to change the grantee renewal process? Will these changes effect the guaranteed grantee appeals process currently in place?

8. Does ACYF plan to implement the ACYF Head Start Social Services' Task Force recommendation to establish a caseload limit of 35 to 1 for social service staff?

9. It is the subcommittee's understanding that the Department has been developing standards for infants and toddlers in the Head Start program. Is this correct? If so, when do you expect these standards will be published?

10. During Dr. Horn's appearance before the Senate Labor and Human Resources Committee on March 1, 1990, he mentioned that the Department had spent $300 million over the past five year on quality improvement. Could you list the quality improvement activities which these funds were spent for, and what amount was dedicated for each activity. Please specify how much of this amount was above inflation or mandated costs such as the raising of the minimum wage.

11. Does the Department plan to target any of the new fiscal 1991 funds to program quality? If so, how much and on what activities?

* What is the process by which a Head Start program can reduce the number of children it enrolls because federal funding has not kept up with increased cost of operation?

* While the Head Start grantees will receive increased funding for personnel in FY90, there is no parallel increase in non-personnel costs. Does the Department not expect increases in program costs such as insurance, utilities, transportation, rent etc.?

12. The Administration's reauthorization bill proposes an amendment to require a full review of each Head Start agency at least once every three years. How does the Department intend to carry out these reviews? Will federal employees be involved in conducting the reviews? If so, what will their responsibility be? Will additional funds be necessary to carry out this requirement? If so, where will these funds come from?

13. What is the status of the national and regional reorganization of Head Start offices?

14. Please detail the activities the Department and Administration are planning to undertake in commemoration of the 25th anniversary of the Head Start Act.

15. Please detail the lines of authority in the national and regional offices with regard to Head Start. Specifically include the different roles and responsibilities among the Office of Human Development Services, the Administration for Children, Youth, and Families and the Head Start Bureau.

16. What efforts are being made to ensure consistent interpretation of Head Start policies across regions?

17. When parents determine a need for full day services, what specific guidance (beyond the information memorandum of 1/19/90) help regional offices decide if Head Start funds can be used to meet the parents needs?

18. What is the approval process for locally designed options? Must they be approved by the national office? What guidance is used to review these applications? Is the guidance available to all grantees? What unit of ACYF is responsible for making these decisions? Please provide a copy of guidance?

19. Does ACYF have current figures on staff turnover by category of staff? If so, please supply these figures and indicate the date and method of data collection.

20. Is the Performance Information Report (P.I.R) data available to the general public? Does the Department have plans to make revisions in the PIR form and reporting?

21. What research and development initiatives does the Department have in progress to improve the quality of the Head Start program? Please provide the Subcommittee with information on these efforts.

22. What training is provided to regional staff responsible for Head Start? What percentage of regional staff have extensive training in early childhood development?

23. What does the Department see as the most valuable in-service training?

* What is the Department doing to encourage in-service training?

24. What is the Department doing to provide training to the Head Start staff which do not have a bachelors degree or Child Development Credential?

25. What is the ratio of regional staff familiar with Head Start programs who directly provide technical assistance to individual grantees?

26. What is the status of the Department's proposed regulations of December 8, 1988? Does the Department continue to estimate the cost of implementing these regulations to be $15 million? Please provide the Subcommittee with a detailed list of how these costs were developed.

27. Dr. Horn's testimony indicates plans to implement a new match program to encourage state contributions in the Head Start program. Where will the federal funds come from to match state funds? What specific Head Start funds will be used? Under what authority is this match program to be carried out? Would state funds allocated for state preschool programs which are not Head Start be eligible for the match?

28. Has the Department made any efforts to limit the use of programs operating more than six hours by grantees during fiscal year 1989 or 1990? Do you have any plans for such a limitation in the future? If so, please provide the Subcommittee with copies of all written materials issued to the regional offices in addition to regulations on the subject of full-day services (including programs operating for more than six hours.)

29. The Head Start Bureau has funded numerous demonstration projects in local Head Start programs. What topics have these projects addressed on and how will these demonstration efforts be reflected in Head Start programming in the future?

Dependent Care

Does the Administration support making program operations an allowable use of Dependent Care dollars?

CDA

1. How many CDA scholarships were not distributed last year? Please explain the reasons for this.

2. Would raising the eligibility level and allowing scholarships to cover the costs for the training necessary to obtain a CDA make it easier for low-income participants to earn a CDA?

Please provide the subcommittee with the responses to these questions by March 15, 1990 so that they may be included in the hearing record of March 2, 1990. Your cooperations in this matter would be greatly appreciated.

Sincerely,

Dale E. Kildee
Chairman

dt

1. Question: The Head Start Act explicitly states that local programs may provide more than one year of service to eligible children from age 3 to the age of compulsory school attendance in their States. Congress clearly intends that the decision to serve a child for more than one year remains the prerogative of the local programs which best understand the special needs of children and families in their communities. During the last reauthorization of Head Start in 1986, both the House and Senate committee reports contained language which strongly reaffirmed the intent of the Congress to ensure this local flexibility.

Nevertheless, the Department issues its 1990 funding guidance on February 6, 1990 which limits the ability of local programs to serve a child for more than one year. Page 7 of the guideline states "Expansion funds should not be used to provide a second year of services to current Head Start enrollees." In contrast, Section 645(c) of the Head Start Act, "Participation in Head Start Programs," states that Head Start programs may provide services to children for more than one year. Please explain this inconsistency.

Answer: We do not believe there is any inconsistency. We are not precluding programs from serving children for more than one year. No attempt is being made to limit the number of years current children may be enrolled in Head Start. The expansion effort in FY 1990 is being targeted on children for the year prior to kindergarten and the Department is requesting that programs give priority to serving these children. However, programs will not be precluded from proposing to use FY 1990 expansion funds to serve additional three year old children.

Question: Additionally, please indicate whether the Department's General Counsel has rendered any opinions on this issue, and if so, please provide a copy.

Answer: The Department's General Counsel has not rendered an opinion on this issue.

Question: Is it the Department's policy that expansion funds be limited to four year olds?

Answer: The Department's policy, consistent with the request of the President, is that priority should be given to serving children in the year prior to their entry into kindergarten. This is indicated on page three of the February 6 Information Memorandum sent to all Head Start programs. The Department recognizes that, in specific instances, grantees may provide a reasonable rationale for using FY 1990 expansion funds to allow children to be served for more than one year: obviously, such requests will be considered. However, it is our primary focus in this expansion effort to increase the number of different children and families served by Head Start. It must be recognized that serving a child for two years is done at the expense of providing a Head Start opportunity to another child

and family. The President is committed to providing one year of Head Start experience to all eligible children. This expansion effort is being conducted in a manner consistent with this goal.

Question: If so, is the Department's policy limited only to new funds?

Answer: Our focus on giving priority to four year olds is limited to the new children enrolled as part of the FY 1990 expansion. There are approximately 162,000 children currently enrolled in Head Start who are not four year olds. We have no intention of requiring programs to serve less of these children.

Question: Is this based on any research on Head Start programs?

Answer: There have been only a few studies conducted on the relative benefits of one year vs. two years of Head Start. These studies do not show any meaningful improvement in the child who is enrolled for two years. Therefore, we believe that the cumulative benefits to the community are greater in serving two children for one year than serving one child for two years. We believe this is true not only in terms of cognitive growth but also in terms of more children receiving adequate health care, more families being tied into social service delivery systems, etc.

Question: If a local program finds that there is significant need in their community to serve three or five year olds how does the Department respond to this need?

Answer: Again, the Department is not trying to influence the way grantees serve the current children enrolled in their program. Grantees may continue to serve children when they are three or five years old. We would ask programs to consider the implications of their decision, but would not preclude them from serving other than four year old children.

We believe that only on an exception basis should Head Start programs be serving five year old children. Given the availability of kindergarten in all 50 States, five year old children should be enrolled in kindergarten, whenever possible, and Head Start resources should be spent to serve those children who are eligible to enroll in kindergarten only in special circumstances.

Question: How do Head Start grantees determine the number of 3, 4, and 5 year olds they will serve each year?

Answer: In deciding what ages of children to enroll programs are making judgements about how long they intend to serve that child. Given that we do not want any break between the time in Head Start and the child's entry into kindergarten, a program choosing to serve a three year old is serving that child, in

most cases, for two years. A child enrolled as a four year old, who can enter kindergarten at age five, will be served for only one year. Each grantee makes its own decision about how long to serve children and what ages to serve using its own processes. Some grantees only serve children for one year, some serve almost all children for two years, and others make a case by case assessment of the needs of the specific child and family in determining whether or not a child should be served for more than one year.

Question: Does the Department prescribe the number or percentage of children in each age group to be served by grantees?

Answer: No, each program makes its own decisions about which children they propose to enroll. While these decisions are subject to the agreement of the responsible Regional office, there are no predetermined percentages for what age children should be served or what percentage of children should be served for more than one year.

Question: Are local needs and assessments taken into account when making this determination?

Answer: Grantees must consider local needs when deciding which children should be served by their program.

Question: Under what conditions are grantees allowed to serve children for more than one year?

Answer: There are no prescribed conditions on whether a grantee can serve children for more than one year. We expect grantees to consider the advantages and disadvantages of serving children for more than one year and to make decisions based on their judgement of the relative merits of one or two years of Head Start. The Department has consistently expressed the concern that grantees should enroll a child for more than one year only after determining that the child and/or child's family have such special needs that a second year of Head Start is warranted. This is especially true since enrolling this child for a second year will mean that another low-income child will be denied an opportunity to ever participate in a Head Start program.

2. Question: Is the February 6, 1990 guidance document and the manner of its issuance consistent with the requirements in Section 644(d) of the Head Start Act?

Answer: Yes. Decisions concerning the allocation of funds among various objectives of the Head Start program are not subject to grantee review and comment under Section 644(d) of the Head Start Act. We believe such matters are properly determined by the Congress and the Administration. The current year's funding and appropriation language illustrates the reason for this. Congress directed that $49.3 million of

additional funds for FY 1990 be used to increase salaries of Head Start personnel. If this were published for notice and comment the result could be suggestions that significantly more funds be spent for increased salaries which, if accepted, would be contrary to Congressional intent. We interpret the requirement for publication of various items in Section 644(d) to apply to matters that involve how the program operates, rather than basic governmental decisions concerning how resources are to be allocated among various available alternatives.

3. Question: Section 640(a)(3) requires that 87 percent of the appropriated funds be distributed to the State by formula. However, the funding guideline indicates, at page 3, that the funds will be distributed on a competitive basis. Under what authority does the Department distribute funds in this manner?

Answer: The allocation of funds required in Section 640(a)(3) is with regard to the allocation of Head Start funds among the States. This has been done for FY 1990. The competitive process for expansion will be among applicants in the same State. Thus, there will be no variance from the allotment formula.

Question: Under what authority does the Department make a distinction between expansion dollars and regular program dollars?

Answer: In terms of State allocations, there is no distinction being made.

4. Question: What factors are taken into consideration in awarding new Head Start funds?

Answer: It is not clear if this question refers to how funds are allotted among different categories, such as expansion or salary increases, or how funds are allocated among potential applicants.

The allocation of funds among categories is determined by an assessment of the most compelling needs in Head Start and how to best address them. In some years, salaries have received most of the increase; in other years the emphasis has been on expanding enrollment. This is a process which is, of course, done in concert with the Congress, as for example, the Congressional directive that Head Start allocate $49.3 million of its FY 1990 funds to increasing salaries. In deciding which applicants to fund in the FY 1990 competitive expansion process, we will review each application against a set of criteria which will be published in the Federal Register as part of the announcement soliciting expansion proposals from interested applicants.

Question: Are some factors weighed more than others?

Answer: The competitive expansion process will assign different point values to different criteria. These will be explained in the Federal Register announcement.

Question: Who applies these factors?

Answer: All competitive expansion proposals will be reviewed by a three person panel knowledgeable about Head Start.

5. Question: How is the per pupil cost determined for an individual grantee?

Answer: Per child costs are proposed by the local program. The responsible OHDS regional office reviews these proposed costs to determine if they are reasonable.

Question: Does the Department prescribe limits on these costs and, if so, in what manner?

Answer: There are no prescribed limits on per child costs.

6. Question: Does the Department plan on using any of the $500 million requested for fiscal year 1991 to improve salaries?

Answer: As the President indicated in his fiscal year 1991 budget request, all $500 million is proposed to increase Head Start enrollment.

Question: If not, how does the Department plan on attracting adequate staff to meet the needs of an expanding program with such low salaries?

Answer: Head Start, historically, has been able to attract and retain qualified staff. The most recent data we have on teacher turnover rates, for example, indicate a turnover rate of only 17 percent, well below that for most other employees in similar positions. Head Start is sensitive to the need to provide adequate salaries and, indeed, we have devoted the majority of funding increases of the last five years to increasing staff salary and fringe benefit rates. We believe we will be able to attract competent staff in the FY 1991 expansion process and we will, in fact, encourage programs to propose reasonable staffing patterns and reasonable salary rates in their expansion proposals.

7. Question: Please explain why the Department is seeking to change the grantee renewal process?

Answer: In the next several months, we are planning to introduce a new set of Head Start grant application forms. These were published for comment in the Federal Register on December 28, 1988. This change is being made to enable us to better collect information needed to monitor the effectiveness and efficiency with which Head Start grantees use Head Start funds. Grantees will submit detailed applications once every

three years. We hope that this will result in grantees linking the application process to a major internal review of community needs and making design changes in their programs to respond to these needs.

Question: Will these changes effect the guaranteed grantee appeals process currently in place?

Answer: These changes in the grant review and refunding process will not affect the grantee appeals process.

8. Question: Does ACYF plan to implement the ACYF Head Start Social Services' Task Force recommendations to establish a caseload of 35 to 1 for social services staff?

Answer: Given the multiplicity and severity of the problems confronting many Head Start families today, ACYF has become very concerned about the family caseload issue. As a result of this issue and other Social Services' Task Force recommendations, ACYF is currently studying staff to families ratios, as well as qualifications for different levels of social services staff. ACYF sees the need for a case management approach in the delivery of social services to Head Start families, and in so doing, anticipates developing a draft Notice of Proposed Rule Making within a year which would address qualifications of social services staff, the case management approach and a family caseload limit for social services staff.

9. Question: It is the subcommittee's understanding that the department has been developing standards for infants and toddlers in the Head Start program. Is this correct?

Answer: Yes, the Department has been developing standards for infants and toddlers in the Head Start program.

Question: If so, when do you expect these standards will be published?

Answer: The Notice of Proposed Rule Making (NPRM) proposing new performance standards for infant and toddlers are currently being reviewed by OMB. It is estimated publication of the NPRM will take place sometime in early FY 1991.

10. Question: During Dr. Horn's appearance before the Senate Labor and Human Resources Committee on March 1, 1990, he mentioned that the Department had spent $300 million over the past five years on quality improvement. Could you list the quality improvement activities which these funds were spent for, and what amount was dedicated for each activity?

Answer: In FY 1986 the Head Start budget was $1,040,315,000: in FY 1990 it is $1,386,315,000, an increase of $346 million. Of this increase, $194.5 million was used to increase staff salaries or offset increased operating costs; $24.5 million was

used to increase the amount of service time provided Head Start children and families; $4 million was used to increase the Head Start support budget - training, research and evaluation funds; and $123 million was used for expansion.

Question: Please specify how much of this amount was above inflation or mandated costs such as raising of the minimum wage?

Answer: We do not have data regarding how much of the increase was needed to meet mandated costs such as raising the minimum wage nor what proportion of the increase was above inflation.

11. Question: Does the Department plan to target any of the new fiscal 1991 funds to program quality? If so, how much and on what activities?

Answer: The President's fiscal year 1991 budget request submitted to Congress requests all new fiscal year 1991 funds be used to increase Head Start enrollment.

Question: What is the process by which a Head Start program can reduce the number of children it enrolls because federal funding has not kept up with increased cost of operation?

Answer: If a grantee believes it can no longer continue to provide services to the number of Head Start children it has previously served, it should indicate this on its refunding application to the regional office and explain the reasons for its proposed enrollment reduction. The grantee and the regional office would then negotiate any points of difference and, if possible, agree to an enrollment level for the grantee which reflected the grantee's cost requirements and its ability to provide quality services to children and families.

Question: While the Head Start grantee will receive increased funding for personnel in FY90, there is no parallel increase in non-personnel costs. Does the Department not expect increases in program costs such as insurance, utilities, transportation, rent, etc?

Answer: Clearly some grantees have experienced increased operating costs which must be met. Some grantees can do this by restructuring their current budget. Others are able to secure non-federal resources to offset these increased costs. These grantees do not necessarily need an increase in their non-personnel budgets. Those grantees that have little flexibility in their budgets and have no alternative funding sources may then propose reducing children, as discussed above, and use the funds freed up by this reduction to offset increased operating costs.

12. Question: The Administration's reauthorization bill proposes an amendment to require a full review of each Head Start agency at least once every three years. How does the Department intend to carry out these reviews?

Answer: On-site monitoring reviews will be conducted that are similar to the reviews of Head Start programs that have been conducted for many years. In recent years the frequency and duration of these reviews have decreased significantly. They have often focused on limited aspects of Head Start services. Our goal is to ensure that these reviews occur regularly, at least once every three years, that they are comprehensive reviews and that they are conducted in a way to assist programs improve performance, where necessary. Reviews will be carried out by teams of experts that will assess the compliance of programs with Head Start Performance Standards and regulations.

Question: Will federal employees be involved in conducting the reviews?

Answer: Federal employees will be involved in these reviews.

Question: If so, what will their responsibility be?

Answer: Review teams will be led by Federal staff and made up of non-federal reviewers, often managers of other Head Start programs, as well as other Federal staff. The Federal review leader is responsible for developing the final findings of the review from the information and recommendations developed by reviewers. The HHS official responsible for the grant in each regional office then takes action that may be needed to correct problems that are identified.

Question: Will additional funds be necessary to carry out this requirement?

Answer: Yes, additional funds will be necessary.

Question: If so, where will these funds come from?

Answer: We have requested that $2.5 million in FY 1991 Head Start funds be directed to this initiative. Federal staff travel would be supported with $300,000 of this amount. The balance would arrange for and support the travel and costs of non-federal reviewers.

13. Question: What is the status of the national and regional reorganization of Head Start offices?

Answer: The regional reoganization is being reviewed by the HDS Assistant Secretary for approval. Once approved, the revised functional statement will be transmitted to the Secretary for signature and then final publication in the Federal Register.

14. Question: Please detail the activities the Department and Administration are planning to undertake in commemoration of the 25th anniversary of the Head Start Act.

Answer: The Department has identified a number of events which, together, comprise a year-long national recognition and celebration of the Head Start Program in 1990. Throughout the year, State associations, Regional Offices and local programs will initiate local commemorative events. Also, a variety of articles and monographs will be featured in numerous journals, magazines, newsletters and bulletins. Listed below are some of the events undertaken by the national office.

- Issue a Commissioner's Information Memorandum regarding the celebration of the 25th anniversary of Head Start to 1,900 grantees and delegate agencies.

- Disseminate a Public Information Kit regarding the status of Head Start to grantees, delegate agencies, national organizations and the media.

- Disseminate a compilation of success stories of former Head Start children, parents and staff.

- Disseminate public service announcements and video tapes highlighting Head Start accomplishments over the past 25 years.

- Convene a Head Start Volunteer and Community Partnership Institute to promote volunteerism in Head Start: 300 participants: Arlington, Virginia at which First Lady Barbara Bush spoke. (January)

- Disseminate an Information Packet to 1,500 Departments of Early Childhood Education in colleges and universities regarding Head Start staff training and early childhood initiatives. (April)

- Convene a National Institute of Head Start Health Coordinators to increase staff skills and knowledge: 2,000 participants. Washington, D.C. (July)

- Jointly sponsor the International Conference on Creative Arts for Early Childhood in cooperation with the National Dance Association, National Art Education Association, Music Educators National Conference, and the American Alliance for Theatre and Education: 400 participants: Los Angeles (December)

Other celebration events are in the planning stage.

15. Question: Please detail the lines of authority in the national and regional offices with regard to Head Start. Specifically include the different roles and responsibilities among the Office of Human Development Services, the Administration for Children, Youth and Families and the Head Start Bureau.

Answer: The lines of authority in the regional offices for Head Start are guided by the program delegations of authority made to carry out the Head Start Act. This authority has been delegated to the ACYF Commissioner by the Assistant Secretary for Human Development Services, and further delegated to the HDS Regional Administrators with provision for redelegation to the ACYF Regional Program Directors.

Under the proposed regional reorganization, the Regional Administrator would delegate the programmatic functions to the Director of the Office of Community Programs.

The day-to-day responsibilities of administering the Head Start program nationally lie in the office of the Associate Commissioner, Head Start. The Commissioner, ACYF asures that Head Start is performing its responsibilties in a manner consistent with the policy goals of ACYF. The Ausistant Secretary asures that all ACYF programs, including Head Start, are fulfilling their missions in a way which reflects OHDS policy.

16. Question: What efforts are being made to ensure consistent interpretation of Head Start policies across regions?

Answer: Head Start policy is developed by headquarters' staff in Washington with input from the grantees and Regional offices. From time to time, Task Forces using regional office staff are set up to help in formulating Head Start policy. Proposed rules and guidelines are then printed in the Federal Register for comment and sent to every Head Start grantee. After receiving comments, the policy is finalized and mailed to grantees.

In recent years, the Head Start Bureau has conducted training sessions that involve regional staff and training and technical assistance providers. Last year we also had two bi-regional training sessions where staff in four regions spent time with the Director of Head Start and his staff. There are also weekly conference calls with all 10 regional offices that facilitate communication and help to clarify issues.

17. Question: When parents determine a need for full day services, what specific guidance (beyond the information memorandum of 1/1/90) help regional offices decide if Head Start funds can be used to meet the parents needs?

Answer: In planning the type of Head Start services they will provide, Head Start grantees must consider a variety of competing needs, including those of children whose families need child care services. Our policy regarding this matter is contained in a 1972 Transmittal Notice, TN 72.6: N-30-336-1, which states that Head Start may provide full-day services only to children who have no caregiver at home because their parents are working or in training, or come from homes where stress is so great that full-day services are essential, or have special needs. There are no additional policies that regional offices follow. However, we have encouraged grantees to identify other sources of support for the provision of full day services. This position was stated in a proposed regulation on Staff Requirements and Program Options which was published for public comment on December 8, 1988. We believe that the first priority of Head Start should be to the comprehensive child development needs of children while at the same time supporting grantees' efforts to meet the broad needs of Head Start families.

18. Question: What is the approval process for locally designed option?

In the regulation concerning Head Start Performance Standards, 45 CFR 1304, Appendix A sets forth policy concerning the various program designs that Head Start programs may implement. Among these is a "Locally Designed Option". When this regulation went into effect in the mid-1970's there was a detailed procedure for our central office to review these locally initiated variations. However, this review process has not been used in recent years, primarily because there was no clear definition of what constituted a Locally Designed Option. Variations from standard Head Start design evolved in different ways in different parts of the country.

To address this situation a new regulation has been proposed, Head Start Staff Requirements and Program Options - 45 CFR 1306. This was published for public comment as a proposed rule on December 8, 1988. The final rule has been developed and is undergoing internal review. This regulation would, for the first time, clearly define the design requirements with which programs must comply. It would include design options that are broad enough to encompass most of the variations that have developed over the years under the rubric of Locally Designed Options. It also would require future variations from the standard options to be approved by the Commissioner of ACYF on a case-by-case basis.

Question: Must they be approved by the national office?

Answer: Pending promulgation of the final rule on this matter, Headquarters will review all proposed funding of LDOs.

Question: What guidance is used to review these applications?

Answer: The guidance is included in Appendix A of the Head Start Performance Standards - 45 CFR 1304.

Question: Is the guidance available to all grantees?

Answer: All Head Start grantees have copies of 45 CFR 1304.

Question: What unit of ACYF is responsible for making these decisions?

Answer: The review of LDOs is done by the Head Start Bureau.

Question: Please provide a copy of guidance?

Answer: A copy of 45 CFR 1304 is enclosed.

19. Question: Does ACYF have current figures on staff turnover by category of staff?

Answer: We have data only on the turnover rates of teachers.

Question: If so, please supply these figures and indicate the date and method of data collection.

Answer: Teacher turnover in 1988 was 17 percent. These data come from an April 1988 salary questionnaire that was sent to Head Start grantees.

20. Question: Is the Performance Information Report (PIR) data available to the general public?

Answer: Data from the Program Information Report (PIR) is shared, on request, with interested parties. Some of the data is used to compile the Head Start statistical fact sheet which has been sent to members of Congress and many other interested agencies and individuals.

Question: Does the Department have plans to make revisions in the PIR form and reporting?

Answer: Current authority for using the PIR form expires in February, 1991. In preparing a new form for submission to OMB, OHDS will review the questions on the current form to determine if revisions, deletions, or additions are warranted. We do not have any plans to change the frequency with which the PIR form is sent to grantees, i.e. once each year.

21. Question: What research and development initiatives does the Department have in progress to improve the quality of the Head Start program? Please provide the Subcommittee with information on these efforts.

Answer: A few months ago ACYF convened an advisory panel to propose evaluation studies to answer two main questions:

1. What works best for which children and families under what conditions?

2. How can gains made in Head Start be maintained.

It is expected that some of the studies recommended by the panel will be implemented in FY 1991.

In addition ACYF will soon announce the availability of FY 1990 funds to establish fifteen (15) three year Head Start Family Service Center Projects. The purpose of these projects is to test the effectiveness of Head Start programs in addressing the complex problems which limit the capacity of many Head Start families to achieve self-sufficiency and promote the fullest development of their children. Priorities for intervention are: reducing and preventing substance abuse; improving the literacy skills of parents; and increasing the employability of parents.

22. Question: What training is provided to regional staff responsible for Head Start?

Answer Generally, training in the regions is conducted on an as needed basis since most of the staff have a broad knowledge base of Head Start rules and guidelines and extensive experience in working directly with the Head Start grantees. However, on-going training is available for staff in specific job areas to maintain continuity in the quality of services rendered to the Head Start grantees. Training and orientation may be provided through visits from the ACYF Commissioner or the Associate Commissioner of the Head Start Bureau and periodic visits from other Head Start Bureau staff. Regional Office staff also are invited to occasional headquarters meetings for various purposes, such as, expansion activities; training and technical assistance network meetings; and discussions about policy interpretations and future plans.

Question: What percentage of regional staff have extensive training in early childhood development?

Answer: Approximately 1/3 of the regional staff have extensive training in early childhood development.

23. Question: What does the Department see as the most valuable in-service training?

Answer: We believe the holding of national institutes, training sessions limited to one subject area at which many recognized authorities are present to offer assistance, are one of the most valuable means for conducting in-service training. The Head Start Bureau has sponsored and conducted the following national institutes in Washington, D.C.:

- o Home-based Institute
- o Educational Coordinators' Institute
- o Social Services Institute
- o Volunteer Coordinators' Institute

During August, 1990, a Head Start Health Institute will take place in Washington, D.C.

Question: What is the Department doing to encourage in-service training?

Answer: OHDS allocates $16 million of Head Start training and technical assistance funds directly to Head Start grantees to permit them to identify and obtain needed in-service training.

Question: What is the Department doing to provide training to the Head Start staff which do not have a Bachelors degree or Child Development Credential?

Answer: The Head Start Bureau, ACYF has a number of proposed and current major training activities underway to promote professional growth. They begin with the entry level Child Development Associate Credential, and continue to the Associate-of-Arts, Bachelors and Master Degrees. They are as follows:

- In the March 8, 1990 Federal Register announcement, ACYF is inviting applications from historically Black Colleges to enroll Head Start Coordinators of Health, Social Services, and Education Components in approved coursework. This course work will lead to a Bachelor's Degree in each Coordinator's speciality within three years.

- The Agency has funded 47 Community Colleges in the past four years to provide training for home visitors, center-based preschool staff, family day care providers, and infant-toddler center-based staff for both those in Head Start programs and those from the wider world of preschool education. Fifteen of these colleges are still training our staff in very rural areas and are of invaluable assistance to the American Indian and Migrant Head Start programs often found in these remote settings. All 47 community college programs have been designed to enable students to be ready for assessment for their CDA credential within a two-year period. Furthermore, all of the credits earned are applicable to an Associate-of-Arts degree in early childhood education.

- We are currently examining the development of a "Head Start Scholarship Educational Assistance Program." This effort will help us upgrade those in leadership roles across all components. In the education services component it will help Master Teachers and Education Coordinators get Bachelors and Masters degrees in early childhood education.

- We are exploring the creation of a new staff position "Master Teacher," a person who is on-site in centers where there are 4-5 classrooms to model best practices with teachers. The Master Teacher will be an experienced individual with a Bachelor-of-Arts in early childhood education.

In order to meet the demand for qualified staff, for the next several years, the agency supports the following approaches to the CDA credential:.

1. The approach that has been used for the last several years using a Trainer and a local assessment team review.

2. The Council Model with two tracks. One involves a training program leading to the CDA credential; the other involves revised procedures for direct assessment.

24. Question: What is the ratio of regional staff familiar with Head Start programs who directly provide technical assistance to individual grantees?

Answer: There are currently 117 staff in the regional offices with responsibility for providing programmatic assistance and oversight to the 1158 Head Start grantees funded by the ten regional offices. There are also 63 fiscal specialists with responsibility for providing fiscal assistance and oversight to these same grantees. In addition, there are nine program and six fiscal specialists in Washington, D.C. providing comparable assistance and oversight to the 129 American Indian and Migrant Head Start grantees.

25. Question: What is the status of the Department's proposed regulations of December 8, 1988?

Answer: The proposed regulation, entitled Head Start Staff Requirements and Program Options, has been revised based on the public comments we received and is undergoing final review within the Department. We plan to publish the final rule before the end of the year.

Question: Does the Department continue to estimate the cost of implementing these regulations to be $15 million?

Answer: We currently estimate that changes proposed in the final rule will cost approximately $8.2 million. It is anticipated that these changes will not be required prior to FY 1991 and will be implemented over a two year period. Since FY 1987, we have improved program quality by awarding $24.5 million to extend the period of time that programs operate or to reduce class sizes; thereby, helping programs meet the proposed new requirements.

Question: Please provide the Subcommittee with a detailed list of how these costs were developed.

Answer: The current estimate of $8.2 million was developed from program reports for 1989 in which grantees specify the length of time they operate, their class sizes, and similar information. From data in these reports we have estimated the added time programs would have to operate and the number of new staff they would need to hire to comply with the proposed regulation. A cost estimate was then applied to each item. Our estimates are that it would cost: $2,161,000 to add new classes to reduce class sizes to proposed levels in grantees that operate one session a day; $3,425,000 to reconfigure programs that operate two sessions a day to allow them to meet proposed class size standards; and, $2,613,000 to increase the number of days that programs operate to meet new minimums.

26. Question: Dr. Horn's testimony indicates plans to implement a new match program to encourage state contributions in the Head Start programs. Where will the federal funds come from to match state funds?

Answer: They will come from the increased funds requested in the President's fiscal year 1991 budget.

Question: What specific Head Start funds will be used?

Answer: Applying the allocation formula contained in Section 640 of the Head Start Act gives the Secretary discretionary authority on how to allocate approximately $90 million. That is, after satisfying all allotment requirements of Section 640 there are $90 million which need not be allocated by formula. These are the funds we intend to use as State match incentive funds.

Question: Under what authority is this match program to be carried out?

Answer: Under the authority of Section 640 which gives the Secretary discretion on how to allocate 13 percent of Head Start's appropriation and Section 638 which gives the Secretary authority to fund Head Start programs.

Question: Would state funds allocated for state preschool programs which are not Head Start be eligible for the match?

Answer: Specific plans for implementation of the incentive funding are being developed. Our intent is to use these funds to encourage States to invest in Head Start programs in their State, as opposed to State investment in non-Head Start, preschool programs.

27. NO QUESTION #27 ASKED

28. Question: Has the Department made any efforts to limit the use of programs operating more than six hours by grantees during fiscal year 1989 and 1990?

Answer: We have taken no steps to limit programs operating more than six hours. We do include in our normal review of such programs a review to ensure that the children receiving extended services meet the definitions of need contained in our current policies on this issue (Transmittal Notice 72.6: N-30-336-1).

Question: Do you have any plans for such a limitation in the future?

Answer: In section 1306.32(d) of the proposed regulation on Head Start Staff Requirements and Program Options we stated

our proposed position on full-day services. We propose to allow programs to operate full-day programs, but require them to explore all other possible sources of support. It would continue to provide Head Start support only to those families that need such services, such as when parents are working or in training.

Question: If so, please provide the Subcommittee with copies of all written materials issued to the regional offices in addition to regulations on the subject of full-day services (including programs operating more than six hours.)

Answer: Copies of the current policy and proposed regulation are attached.

29. Question: The Head Start Bureau has funded numerous demonstration projects in local Head Start programs. What topics have these projects addressed and how will these demonstration efforts be reflected in Head Start programming in the future?

Answer: Since FY 1986 Head Start grantees have conducted a number of demonstration efforts, usually of two years duration. These demonstrations have addressed the following topics:

- Adult Literacy
- Parent Enrichment Programs
- Serving Single Parents
- Serving Parents in Rural and Isolated Communities
- Serving Teenage Parents
- Transition of Parents From Head Start to the Schools
- Stress Reduction
- Parent Education Approaches
- Serving Parents One Year Before They Enter Head Start, And One Year After They Leave Head Start
- Substance Abuse Prevention Approaches
- Obtaining College Credits For Parents Completing Parent Education Courses
- Self-Sufficiency Approaches
- Community Colleges CDA Training Network

- Multi Cultural Enrichment Modules
- Adaptation of Early Childhood State-of-the-Art Methods
- Design Criteria for Classrooms
- Homeless Head Start Families

These demonstrations are generally shared with other Head Start programs through state, regional and national training meetings. After the demonstrations are evaluated for their effectiveness, the most successful would then be considered for replication and dissemination to the universe of Head Start programs. Some of the Head Start demonstration grantees have elected to continue the program approaches after national office funding has been discontinued. Results of demonstration projects will inform planning in areas of special emphasis, such as development of Head Start program literacy components and response to substance abuse as it relates to Head Start families.

Dependent Care

Question: Does the Administration support making program operations an allowable use of Dependent Care dollars?

Answer: No. The purpose of the Dependent Care Planning and Development State Grant program is to "expand" and "improve" dependent care resource and referral services and school-age child care. It is critical that this emphasis be maintained. Permitting the use of the limited funds available under this program to support operational costs would quickly deplete these resources, with no new slots or services being stimulated. The current prohibitions on allowable uses of funds contained in the Act ensure that States will meet needs in unserved or underserved communities, rather than simply supplementing existing programs for their ongoing operational costs. Moreover, operational costs for such programs can currently be supported by Social Services Block Grant funds, under which States have substantially greater resources and flexibility.

CDA

1. Question: How many CDA Scholarships were not distributed last year.

Answer: Approximately 5,000 remained unawarded as of October 1989.

Question: Please explain the reason for this.

Answer: It is important to note that for each fiscal year's allocation, States have two years in which to obligate and spend the funds. Thus, we expect that States will be reporting additional numbers for FY 1988.

States have reported that a primary reason why a greater number of FY 1987 scholarships were not awarded was that it took a number of months to get the program organized. Therefore, publicity to the early childhood community was greatly delayed. This was particularly true of the large State agencies with multiple responsibilities. However, this problem was significantly resolved by the second year.

2. Question: Would raising the eligibility level and allowing scholarships, to cover the costs for the training necessary to obtain a CDA make it easier for low-income participants to earn a CDA?

Answer: Raising the income eligibility and allowing scholarships to cover the cost of training would not have an impact on the number of Head Start staff who earn a CDA, since Head Start training and technical assistance funds support CDA training for these staff. However, such changes make it easier for low-income participants who are not Head start staff to earn a CDA credential.

Often those individuals, who are income eligible according to the current guidelines, are too poor to purchase training and thus have no means with which to acquire the skills required for credentialing.

Also, the States report that they have many interested applicants who are individuals working in child care programs earning low salaries. However, their total family income makes them ineligible for the CDA Scholarship Assistance Program according to the current guidelines.

When considering such changes, it must be recognized that allowing scholarships to cover the costs of training would result in a significant decrease in the number of scholarships available.

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DEPARTMENT OF HEALTH AND HUMAN SERVICES
OFFICE OF HUMAN DEVELOPMENT SERVICES

45 CFR Part 1306

Head Start Program

AGENCY : Administration for Children, Youth and Families (ACYF), Office of Human Development Services (OHDS), Department of Health and Human Services (DHHS)

ACTION : Notice of Proposed Rulemaking

SUMMARY: This Notice of Proposed Rulemaking (NPRM) requests comments from the public on a new Part, 45 CFR Part 1306, entitled Head Start Staff Requirements and Program Options. Head Start grantees may operate various types of Head Start programs, e.g., center-based or home-based programs. This Part consolidates and clarifies existing regulations and policies regarding Head Start program staffing patterns and qualifications and proposes new requirements regarding Head Start program staff. It also consolidates and clarifies existing regulations and policies regarding Head Start program options. It proposes specific new requirements for hours and days of program operations and class size.

Specifically, it proposes that local grantees have appropriate and qualified staff and volunteers in their programs; provide appropriate training for staff and volunteers; implement program option(s) based on the needs of the community; implement the options in conformance with all Performance Standards and other program regulations and policies; operate their programs to provide at least a minimum number of hours and days of direct services to children and parents; and maintain appropriate class sizes and number of families per home visitor.

The purpose of the proposed rule is to further ensure the quality and the long range effectiveness of the services being provided to children and families by the Head Start program.

DATE: In order to be considered, comments on this proposed rule must be received on or before February 21, 1989.

ADDRESS: Please address comments to: Elizabeth Strong Ussery, Associate Commissioner, Head Start Bureau, Administration for Children, Youth and Families, P.O. Box 1182, Washington, D.C. 20013.

It would be helpful if agencies and organizations would submit their comments in duplicate. Beginning 14 days after close of the comment period, comments will be available for public inspection in Room 5755, 400 6th Street, S. W., Washington, D.C. 20201, Monday through Friday between the hours of 9:00 a.m. and 4:00 p.m.

FOR FURTHER INFORMATION CONTACT: Terry R. Lewis, 202-755-7787

SUPPLEMENTAL INFORMATION:

I. Program Purpose

Head Start is a national program providing comprehensive developmental services primarily to low-income preschool children, age three to the age of compulsory school attendance, and their families. To help enrolled children to achieve their full potential, Head Start programs provide comprehensive health, nutritional, educational, social and other services. In addition, Head Start programs are required to provide for the direct participation of parents of enrolled children in the development, conduct, and direction of local programs. In FY 1987, Head Start served 446,523 children through a network of 1,290 grantees and 620 delegate agencies, each of which has an approved written agreement with the grantee to operate a Head Start program.

While Head Start is targeted primarily on children whose families have incomes at or below the poverty line or are eligible for public assistance, Head Start regulations permit up to 10 percent of the Head Start children in local programs to be from families who do not meet these low-income criteria. Head Start also requires that a minimum of 10 percent of the enrollment opportunities in each State be made available to handicapped children. Such children are expected to be enrolled in the full range of Head Start services and activities in a setting with their non-handicapped peers and to receive necessary special education and related services.

The Head Start program presently operates with two paid staff (one teacher and one aide) and, whenever possible, a volunteer in each classroom. Appropriate training is provided to staff and program volunteers.

Head Start programs may currently operate one or more of five program options:

Standard Head Start operates for five days per week and can be part day or full day.

Variations in Center Attendance operate for four days or less per week.

Double sessions operate with a teacher who works with two groups of children, one in the morning and one in the afternoon.

Home-based programs provide weekly home visits to the child's parents and have an organized socialization experience for a small group of children approximately once each month.

Locally designed options are programs designed to meet the unique needs of the local community, and are operated with special approval from the Administration for Children, Youth and Families (ACYF).

II. Purpose of the NPRM

The purpose of this proposed rule is to ensure that Head Start programs maintain levels of quality that will continue to promote long range benefits to children and families. The proposed program staffing requirements have been developed to assure that Head Start children are being served by qualified staff. The requirements regarding program options have been developed to identify the levels of service that grantees must provide to children and parents in operating a Head Start program.

In addition, as required by Section 108 of Public Law 98-558, these proposed additions and revisions to the Head Start regulations do not result in the elimination of, or any reduction in, the scope or types of health, education, parent involvement, social or other services required to be provided under the Performance Standards in effect on November 2, 1978.

ACYF is proposing that this NPRM supercede some existing Head Start regulations and policies. Other Head Start regulations and policies are incorporated or recodified within the NPRM. The Redesignation Table found in section VI. of the Preamble specifies the superceded regulations and policies. It also identifies new requirements.

III. Data Used in the Development of the NPRM

Background

This NPRM proposes new requirements regarding program staffing and options, including staffing patterns, staff qualifications, staff and volunteer training, hours and days of operation and class size as a new Part 1306, Head Start Staff Requirements and Program Options. Research and other data indicate that the program

variables addressed in this Notice of Proposed Rulemaking (NPRM) directly affect program quality and the number of children that can be served on an annual basis.

Basis for Change

The changes proposed in this NPRM are a result of findings from research studies, data from Head Start information systems and current information regarding effective early childhood education programs.

RESEARCH: The National Day Care Study (Abt Associates, 1980) addresses the issues of teacher qualifications and class size. There is evidence that children in programs with staff trained in early childhood education and development had better relationships with the teacher, were able to complete more projects and showed significant gains in skills and knowledge.

This Study also reported the advantages of preschool classrooms with smallet group sizes. Teachers engaged in more social interaction with children and less passive observation of activities. Children in smaller groups made greater gains on tests of cognitive skill, showed more cooperative behavior with peers, more verbal initiative in giving opinions, providing information, stating preferences and exhibited more reflective or innovative behavior in play or in assigned tasks. In addition, children showed fewer negative behaviors of hostility or conflict with others and were less likely to wander aimlessly around the classroom or to be uninvolved in activities.

A number of studies indicate that longer hours of service produce more and longer lasting gains for children (Head Start Synthesis Project, 1985; Head Start Measures Project, 1987). The 1985 Head Start Measures Project indicated that the effectiveness of the program depended on the time that children and teachers were engaged in learning activities. The 1969 Westinghouse Study showed that summer programs (approximately 240 hours of services per year per child) provide insufficient contact with children and families to result in long range benefits. Based on this information, on the experience of the agency and on general practice in child development programs, a minimum number of hours of service was determined.

The Home Start Evaluation Study (1976) was implemented to review the methodology and effectiveness of home-based programs. That study found home-based programs effective when home visitors worked with 10 to 11 families. When home visitors worked with more than 12 families, however, home visits were made less frequently resulting in a decline in childrens' development in the areas of school readiness and language development.

HEAD START INFORMATION SYSTEMS: There are two relevant Head Start data collection systems. The Head Start Program Information Report (PIR) provides program information on actual Head Start services provided to children and families. The Head Start Cost Analysis System (HSCOST) provides information on planned program design and cost. Combined, the two data bases provide information on both the efficiency and effectiveness of individual Head Start programs. These systems provided information that was used as a basis for raising issues and posing questions regarding the implementation of the Head Start program. The exploration of these issues resulted in this proposed rule.

Both data sources highlight differences among programs and regions. They provide information regarding such variables as class size, hours of service and program option being implemented:

Currently, the average class size in Head Start is 18 children. The range is 12 to 22 children.

Across the nation, the average center-based Head Start grantee offers a program of approximately 718 hours of service per child per year, but the variation among regions and programs is great. Full day programs offer an average of 1,223 hours per year to approximately 18% of the children served nationally. Programs implementing the variations in center attendance option offer an average of 544 service hours annually to 15% of the children. Part day programs offer an average of 734 hours per year to 32% of all Head Start children. Part day and variation programs that operate double sessions offer an average of 475 hours per year to 26% of all Head Start children. Home-based programs provide approximately 129 hours of service per year to 8% of the children.

The questions raised by these variations revolve around what is adequate in terms of:

Providing effective services resulting in long range benefits to children and families, and,

Operating as efficiently as possible so as to be able to serve as many children as possible.

CURRENT INFORMATION FROM THE FIELD OF EARLY CHILDHOOD EDUCATION: Because research findings are often not definitive, early childhood professionals have long recognized and endorsed "best practices" as developmentally appropriate for young children and their families. Opinions and ideas regarding the effectiveness and efficiency of Head Start were solicited from professionals in the field of early childhood education and Head Start. These professionals include Head Start grantee and delegate agency staff (directors, education

coordinators, teachers, etc.), training and technical assistance providers and the National Head Start Association Board of Directors and members (a national organization representing Head Start directors, parents, staff and friends). The contents of this rule regarding hours of service, staffing and options reflect the comments and ideas offered by the professionals and others in the early childhood education field.

In addition, the National Association for the Education of Young Children, a national organization that represents early childhood professionals, has developed Accreditation Criteria and Procedures of the National Academy of Early Childhood Programs (NAEYC, 1984) to which we looked for guidance. The Academy's Criteria confirm that low enrollment limits and trained staff are important to the success of any preschool program.

We have focused our efforts in four major areas:

1. Program Flexibility

One of the strengths of Head Start is that local programs have the flexibility to design the program to meet specific community needs. The result of this flexibility is that there is a wide variation in the manner in which local Head Start programs are implemented, which is generally a tribute to the ingenuity of Head Start program operators. The intent of this NPRM is to retain that flexibility, within parameters that protect program quality, by setting minimums or ranges on those program variables that affect long range benefits to children and families.

2. Program Options

ACYF is proposing that this NPRM incorporate into a new Part 1306, Appendix A of 45 CFR Part 1304, Program Options for Project Head Start. The NPRM also revises the program options requirements based on the need to relate program goals and design to community needs and on the need for sufficient hours and days of program operations. The NPRM also further specifies the various program options available to local Head Start programs and consolidates in one place all the information on each option which is presently scattered throughout Head Start requirements, manuals and other policy issuances.

3. Hours and Days of Operation

Based on data cited above, ACYF proposes to set minimum hours and days of operation for both the center-based and home-based program options. The specific requirements for each program option include

days of planned classroom operation, number of group socialization activities and number of home visits to be made by the teaching staff or home visitors.

Currently, the frequency and length of this contact time vary tremendously across the country and among regions. Some programs operate for a number of hours that is insufficient to provide an adequate amount of contact between the program and the child and family. This NPRM will require that those programs increase the amount of contact time being provided.

4. Class Size

ACYF proposes to specify the minimum, maximum and average grantee class sizes that are acceptable for Head Start based on the ages of the children being served and the type of center-based program option being implemented. These proposed requirements are fully consistent with research findings regarding group size (Abt, 1980), the recommendations of early childhood professionals and information on current good practices (NAEYC, 1984).

IV. Section by Section Discussion of the NPRM

SUBPART A

Subpart A, General, of the NPRM sets forth the purpose and scope of the proposed rule, proposes an effective date and provides definitions of terms used. Subpart A also indicates that the rule is not applicable to the 35 existing Parent Child Center programs which serve children below the age of three.

In section 1306.2, we propose to allow current grantees two years to come into compliance with the staff qualification requirements and at least 180 days to come into compliance with the program option requirements. New grantees must meet all requirements of the final rule at the time they are funded.

SUBPART B

Subpart B, Head Start Program Staffing Requirements, sets forth program staffing requirements for all Head Start grantees and delegate agencies regardless of the program option being implemented. This subpart consolidates and clarifies existing staffing requirements and introduces new requirements regarding staff qualifications.

Section 1306.20: Program Staffing Patterns

Section 1306.20 specifies that center-based programs must employ two staff persons responsible for each classroom (a teacher and a

teacher aide) and must have a volunteer in the classroom whenever possible. Home-based programs must employ home visitors. Both classroom staff and home visitors must be able to communicate with the families they serve and must be familiar with the ethnic background of those families.

These requirements are designed to assure that sufficient adults are available so that children in the classroom can be provided with individualized attention. They are also designed to assure that families that participate in the home-based program will receive the individualized attention needed to meet the needs of the parents and children in that family.

Section 1306.21: Staff Qualification Requirements

Section 1306.21 specifies, for the first time, staff qualification requirements for classroom staff and home visitors. The competence of the Head Start teacher and home visitor is one of the most important determinants of the success of the program. It is the training and experience of this staff that enables them to provide high quality and age appropriate experiences to children. Accordingly, ACYF proposes to require a minimum level of training for teachers prior to being put in charge of a classroom and for home visitors prior to being put in charge of a group of home-based families. One way to meet these requirements is to hire teachers and home visitors with Child Development Associate (CDA) credentials. Individuals with CDAs have demonstrated their competence in working in center- or home-based child development programs.

The Administration for Children, Youth and Families encourages public comment on those activities and efforts that will be needed to insure that qualified teachers and home visitors are available to fill vacant positions. We are particularly interested in ways programs could provide training or help persons obtain the credentials necessary to become home visitors. Possible approaches might include hiring staff as home visitor trainees or providing training to staff currently employed in other positions.

Section 1306.22: Volunteers

Current Head Start policies in the Head Start Manual of Policies and Instructions regarding volunteers are incorporated in section 1306.22. The proposed regulation requires that all programs have a system for actively encouraging volunteer participation and that special efforts must be made to have volunteer participation, especially parents, in the classroom. Volunteer participation must be organized so that there are specific opportunities to work at meaningful tasks both within the classroom and in other program and administrative areas.

Section 1306.23: Training

Current Head Start regulations regarding staff and volunteer training are found in 45 CFR Part 1304, Appendix A. These requirements are incorporated in Section 1306.23 of the proposed regulations.

SUBPART C

Subpart C, Head Start Program Options, sets forth the proposed requirements regarding the direct service options that can be implemented by Head Start grantees and delegate agencies. It supercedes existing requirements found in 45 CFR Part 1304, Appendix A. The requirement at Appendix A, developed prior to the promulgation of 45 CFR Part 1304, the Head Start performance standards, contained a number of requirements related to parent involvement, education services, social services, nutrition and other Head Start components. These component requirements are being deleted as they are covered in the Head Start performance standards. These deletions are not to be interpreted as a de-emphasis on any Head Start program component.

The Subpart details ranges of acceptable operations in regard to class size and hours and days of operation for each of the options.

Section 1306.30: Provision of Comprehensive Child Development Services

This section incorporates existing requirements found in 45 CFR Part 1304, Appendix A, section A. It requires that grantees provide comprehensive child development services to all children enrolled in the program, meet the Head Start Performance Standards, provide classroom or home- based group socialization experiences for all children, provide home visits to all parents and utilize community resources to the greatest extent possible.

We are proposing a new requirement in section 1306.30 (c) that the facilities for regularly scheduled center-based classroom or home-based group socialization activities must meet State and local licensing standards. Depending on various State and local licensing standards, this may include classrooms, outdoor play areas or, in some cases, homes. This new requirement is proposed to further ensure the health and safety of the Head Start children being served. In cases where no State and local licensing standards are applicable or where these licensing standards are less comprehensive than Head Start regulations, programs are required to assure that their facilities are in compliance with the Head Start Performance Standards related to health and safety found in 45 CFR 1304.2-3.

Section 1306.31: Choosing Head Start Program Options

This section incorporates existing requirements found in 45 CFR Part 1304, Appendix A, section A. It allows grantees and delegate agencies to implement a center-based program option which focuses on delivery of services to the child, a home-based program option which focuses on delivery of services to the parents, or both options with different groups of children.

Some Head Start grantees may prefer to implement the center-based program option in which priority is placed on providing services to children in a classroom setting. This option encompasses those options previously termed standard option, part day and full day, double sessions and variations in center attendance. Other Head Start grantees may prefer to implement a home-based program option when the age or other characteristics of the children indicate the importance of working directly with parents to enhance their role as the primary factor in the development and education of their child(ren). Head Start grantees also have the option of implementing both a center-based and a home-based program.

Both home-based and center-based options as specified in the proposed rule allow sufficient flexibility for local grantees and delegates to be able to implement programs that provide serves appropriate to individual children and the families being served.

The Administration for Children, Youth and Families is aware that some Head Start grantees operate programs that combine aspects of both center- and home-based options. Some of these combination programs do not meet the minimum requirements of this NPRM for either option. This NPRM does not presently include a third option that would allow and regulate these programs. However, we are interested in public comment on these programs in three areas:

The goals and effectiveness of such programs, and the possibility of including a combination model as a third option in the rule.

Recommendations regarding acceptable minimums or ranges for days and hours of operations that a combination model would need to provide to assure gains to children and families. Minimums might be two days per week plus three home visits a month for thirty two weeks of operation or three days per weekplus two home visits a month for thirty two weeks of operation.

The likely impact of this rule on existing combination programs if no third option is allowed.

Section 1306.32: Center-Based Program Option

This section specifies the requirements for the operation of a center-based program including class size, hours and days of operation, double session and full day variations.

Paragraph (a) defines a Head Start class as a group of children, a qualified teacher, an aide and a volunteer and specifies new requirements for class size. It defines the appropriate size of the group of children based on the predominant age of the children in the class and whether or not the program is single or double session. Identifying the predominant age of the children in the class makes it possible to determine allowable class sizes for multi-age classrooms. Identifying whether a class is single or double session allows us to take into account the workload of the double session teacher.

The chart found in the proposed rule at section 1306.32 (a)(11) summarizes the new class size requirements which are based on funded enrollment. Minimum and maximum class sizes have been specified to ensure that Head Start can reach as many children as possible while still providing quality services. The Administration for Children, Youth and Families is interested in public comment on whether or not Head Start can operate both effectively and efficiently within these requirements.

For the first time in Head Start regulations, proposed class size is more stringent for the implementation of double session classes than for the implementation of single session classes. Paragraphs (a)(4) and (6) set limits on double session class size to ensure that no teacher will be responsible for more than 34 children. This limit is imposed to make sure that teachers have time to provide individualized services to all children and still have sufficient time for recordkeeping, planning, home visits and parent-teacher conferences.

Paragraph (b) contains proposed new regulations on minimum days per week, days per year and hours per day that grantees must provide for center-based classroom operations. It specifies that programs providing four days each week of classroom operations must provide a minimum of 128 days per year of classroom operations. Programs providing five days each week of classroom operations must provide a minimum of 160 days per year of classroom operations. The number of days required are exclusive of holidays and vacations which, when factored in, will increase the number of operating weeks. Establishing separate days of operation for four day and for five day programs will result in both types of programs operating for a minimum of approximately 32 weeks over an eight or nine month period.

Center-based programs will be expected to operate for at least the number of days specified in this proposed rule. Classroom operations should only be cancelled due to factors beyond the control of the program (adverse weather conditions, emergencies, etc.). When cancellations do occur, programs should make every effort to make up the cancelled days of class using existing resources. Makeup classes must be provided if cancellations result in less than 128 days of class.

Paragraph (b) also allows grantees to implement a program with a combination of four and five days per week and to pro-rate the minimum required number of days of service based on 32 weeks of scheduled days of classroom operations. This program allows the fifth day of the week to be used alternately for classroom operations or for staff training, home visits, parent-teacher conferences or other relevant activities. In no instance are programs which operate five days per week being encouraged to reduce the number of days per week of operation except as noted below in section 1306.32 (c) regarding double session programs.

Paragraph (b) has the effect of requiring that grantees and delegate agencies currently operating two or three days per week must increase their days of classroom operations to at least four days per week if they intend to continue to provide center-based program services. As an alternative, these grantees and delegates can choose to implement a home-based program as defined in section 1306.33, but only if the needs of children and families in the community indicate that such a change is appropriate.

Minimum requirements and acceptable ranges for planned hours per day are also proposed in paragraph (b). Both days and hours of operation include the scheduled days and hours of classroom operations during which time children are expected to be involved in learning opportunities, field trips or receiving Head Start nutrition or health services. These days and hours are exclusive of scheduled vacation days or holidays, the child's travel to and from the center or time for staff planning and record keeping. Programs are also expected to employ staff for an amount of time that allows them time, when children are not present, for pre-service training, for program startup and close down, for required record keeping and planning and for home visits and parent teacher conferences.

The NPRM includes a required minimum of three and one half hours of classroom operation per day. The Administration for Children, Youth and Families is aware that some Head Start grantees presently operate double session programs that may make it administratively difficult to operate for longer than three hours per day. We are also aware, however, that a three and one half hour day is developmentally appropriate for a Head Start child and think that the use of staggered working hours or additional part time or swing

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personnel will make it possible for double sessions to operate for the required hours. The Administration for Children, Youth and Families is interested in public comment on the difficulties and costs grantees would encounter putting this requirement into practice.

In the center-based option, the current requirement for two home visits for each child to be conducted by the child's teacher is found under 45 CFR 1304.2-2(e). This requirement is recodified in paragraph (b)(4) of this section. Home visits focus on parental goals for the child based on staff and parents' perceptions of the child's needs and progress.

Paragraph (b)(5) proposes a new requirement which specifies that each program must conduct two parent-teacher conferences during the school year for each child in a center-based program. These conferences, to be held in the Head Start center, will be helpful to both the teacher and parent. They provide a formal opportunity to explore the child's progress within the classroom context and allow the teacher to show the parent specific activities and activity areas in which the child is involved. During the first conference, parents can provide useful information to the teaching staff about their child at the beginning of the program year. During the second conference, teachers can explain the child's progress to the parents before the child leaves the program.

Since the parent-teacher conference is traditionally used by public schools, its use in Head Start is also an effort to make the transition from Head Start to the public school system easier for both children and parents.

Head Start grantees are responsible for setting up and implementing a system to conduct home visits and parent-teacher conferences. The purpose of this system is to provide a vehicle for working with parents as the prime educators of their children. In those instances when parents implicitly or explicitly refuse to participate, the program must try to convince them of the usefulness of these activities and to encourage them to participate. Under no circumstances, however, is the program to drop the child from the center-based program if the parents will not participate in the visits and/or the conferences. The center-based program option allows the implementation of two center-based option variations: double session and full day. Both of these variations must comply with the general requirements set forth in section 1306.32(a) and (b) for center-based program operations with specific additions and exceptions.

Section 1306.32 (c) discusses the double session variation. As previously mentioned, the proposed regulations regarding double sessions are more stringent in terms of class size. In addition, paragraph (c) requires that double sessions operate for no more or less than four days per week to ensure that teachers have adequate class time to provide individualized services to all children and still have sufficient time for recordkeeping, planning, home visits and parent-teacher conferences. This may require the employment of additional part-time personnel or staggered times of staff arrival and departure.

Section 1306.32 (d) defines full day as the provision of more than six hours of classroom operations per day using Head Start funds. Existing policies on the use of Head Start funds to provide full day services (Transmittal Notice 72.6) are incorporated in this paragraph. They require a search for alternative resources for implementing full day services and that full day services be provided based on the needs of individual children.

ACYF acknowledges that many Head Start families have a need for full day services. Head Start, however, does not have the resources to provide a substantial amount of full day care for children. Therefore, we are proposing that grantees work with State and local organizations to secure alternative resources to extend the services past the normal hours of the Head Start program or to operate and charge for an extended day program that is not administered under the Head Start Act. It should be noted that Head start regulations at 45 CFR 1305.8 specifically prohibit Head Start agencies from prescribing a fee schedule or charging fees for participation in the Head Start program itself.

In instances where grantees decide to operate and charge for full day services outside the normal hours of the Head Start program, they should develop and follow operating rules and requirements that protect the health and safety of the program participants and provide the kinds of services desired and supported by the parents of the children being served. Head Start grantees may wish to consider other variations for the non-Head Start portion of the day such as using a non-Head Start funded full day program as a mechanism for providing after school care in addition to providing preschool services.

Section 1306.33: Home-Based Program Option

This section proposes annual minimums of 32 home visits and 16 group socialization activities per child in home- based programs. These minimums also include minimum hours for home visits and group socialization activities which are exclusive of scheduled vacations or holidays, the child's travel to and from the group socialization activities, the home visitor's travel to and from family homes and

time for staff planning and record keeping. In the home-based option, home visits are conducted by trained home visitors in the home and are designed to enhance the ability of parents to foster their child's growth and development.

Home visits are to be made by the home visitor with the parent, foster parent or guardian of the child or the persons with whom a child has been placed for purposes of adoption pending a final decree. Home visits are not to be made with only a baby sitter or other temporary caregiver in attendance. Programs may need to be flexible and schedule home visits on weekends or during evenings in order to carry out a home-based program and conduct home visits with working parents, parents in training or school or with parents who are otherwise out of the house during weekdays.

Group socialization activities must be designed to provide an opportunity for peer interaction for the children and to provide parents with the opportunity to enhance their understanding of child development and their skills as the primary educator of their children. In addition, there should be ample opportunity for parents to participate in activities of their own choosing. As with home visits, the intent of these activities is to involve the child's parent and not a babysitter or temporary caregiver.

Based on research data, a maximum caseload of 12 families per home visitor has been proposed in paragraph (a)(5). As with center-based programs, the purpose of this requirement is to ensure adequate time for the provision of quality services that will have long range benefits for Head Start children and their families.

Paragraph (c)(3) requires that home-based programs follow the nutrition requirements specified in 45 CFR 1304.3-10(b)(1) by providing appropriate snacks and meals during group socialization activities. This requirement is included because the Performance Standards specify nutrition requirements for center-based programs, but not for home-based group socialization activities.

Section 1306.34: Additional Head Start Program Option Variations

This section incorporates requirements related to Locally Designed Options that are currently found in 45 CFR Part 1304, Appendix A, Section B.5, and in Transmittal Notice 72.11, N-30-211.a-1. Variations from the center- or home- based program options are allowable under this section for the purpose of meeting unique local needs or demonstrating innovative approaches to the provision of services.

V. Resource Implications

In order to comply with these regulations, some Head Start programs will have to make changes in class size and/or hours and days of operation. Estimates of the cost of those changes can be made based on a variety of assumptions.

On the assumption that no children will be dropped from the program, estimates can be made of the number of additional classes that would be needed to serve those children whose classes must be reduced in size. Estimates can also be made of the additional resources needed to increase days and hours of service. An alternative assumption is that children will be dropped where class size is too large and there are no classes with smaller numbers of children that can absorb them. In addition, it would be possible to drop classrooms in order to pay for additional hours and days of operation.

In reality, the promulgation of this rule will probably encompass both assumptions and increase total classes for some grantees and decrease the number of children served by other grantees. It should be noted that in no instances would currently enrolled children actually be dropped from the program. Decreases in enrollment would take place at the beginning of a new program year and would be accomplished by enrolling fewer children.

Some programs will have to decide whether or not to change the program option(s) they are presently operating. These are primarily center-based programs which are now operating split sessions (two and three days of classroom operations each week) or variations in center attendance.

We estimate that the changes proposed in the NPRM will cost approximately $15 million, an amount equal to 1 1/4 percent of current spending. These funds are needed primarily to reduce class size and to increase the amount of contact between the program and the child and family.

It is anticipated that these changes will not be required prior to FY 1990 and will be implemented over a two year period. These cost increases can be accommodated in current budget policy.

VI. Redesignation Table

Section of the Proposed Rule	Superceded Rule/Policy or Identification of New Requirement
1306.20	Head Start-Manual of Policies and Instructions, 6108-1, (1967).
1306.21	New Requirement.
1306.22	Head Start Manual of Policies and Instructions, 6108-1, (1967): Section 3(f).
1306.23	Program Options for Project Head Start, 45 CFR 1304, Appendix A, Section A.7.
1306.30(a)	Program Options for Project Head Start, 45 CFR 1304, Appendix A, Section A.4.
1306.30(b) and (c)	New requirement.
1306.30(d)	Program Options for Project Head Start, 45 CFR 1304, Appendix A, Section A.
1306.31	Program Options for Project Head Start, 45 CFR 1304, Appendix A, Section A.2., 3. and 9.
1306.32(a)	Enrollment and Attendance Policies in Head Start, S-30-317-1: Section S-30-317-1-30, Definition #9; Section S-30-317-1-40, A 2c(2), e(1 and 2). New Requirement.
1306.32(b)	Program Options for Project Head Start, 45 CFR 1304, Appendix A, Section B.1. and 2. Clarification of Program Options Policy, TN 72.12, N-30-316-2. New Requirement.
1306.32(c)	Program Options for Project Head Start, 45 CFR 1304, Appendix A, Section B.3. New Requirement.

1306.32(d)	Use of Head Start Funds to Provide Full Day Services, TN 72.6, N-30-336-1.
	Length of Full Year Part Day Programs Utilizing the Standard Head Start Model, TN 72.9, N-30-335-1.
	Clarification of Full Day Services Policy, TN 72.13, N-30-334-2.
1306.33(a), (b) and (c)	Program Options for Project Head Start, 45 CFR 1304, Appendix A, Section B.4.
	New Requirement.
1306.34	Program Options for Project Head Start, 45 CFR 1304, Appendix A, Section B.5.
	Locally Designed Option Review Process, TN 72.11, N-30-211a-1.

VII. Impact Analysis

EXECUTIVE ORDER 12291

Executive Order 12291 requires that a regulatory impact analysis be prepared for major rules, which are defined in the Order as any rule that has an annual effect on the national economy of $100 million or more, or certain other specified effects. Since nothing in the NPRM is likely have an effect on the economy of $100 million, the Secretary concludes that this regulation is not a major rule within the meaning of the Executive Order.

REGULATORY FLEXIBILITY ACT OF 1980

Consistent with the Regulatory Flexibility Act of 1980 (5 U.S.C. Ch.6), we try to anticipate and reduce the impact of rules and paperwork requirements on small businesses. For each rule with a "significant economic impact on a substantial number of small entities", we prepare an analysis describing the rule's impact on small entities. Small entities are defined in the Act to include small businesses, small non-profit organizations, and small entities. While these regulations would affect small entities, these requirements are not substantial and most Head Start programs already meet all or some of the proposals. We expect that less than 25 percent of the programs will have to make changes in class size

and less than 20 percent of the programs will have to make changes in the amount of contact with children and families. For these reasons, the Secretary certifies that this rule will not have a significant impact on a substantial number of small entities.

PAPERWORK REDUCTION ACT

Under the Paperwork Reduction Act of 1980, Pub. L. 96-511, all Departments are required to submit to the Office of Management and Budget for review and approval any reporting or recordkeeping requirement inherent in a proposed or final rule. This proposed rule does not contain information collection requirements or increase Federal paperwork burden on the public or private sector.

Index of Terms

45 CFR Part 1306
Head Start
Education
Grant Programs/Social Programs
Handicapped
Pre-School Education

(Catalog of Federal Domestic Assistance Program Number 13.600, Project Head Start)

Dated: April 8, 1988

/s/
Sydney Olson
Assistant Secretary for
Human Development Services

Approved: June 21, 1988

/s/
Otis R. Bowen, M.D.
Secretary

For the reasons set forth in the preamble, Subchapter B, Chapter XIII, of Title 45 of the Code of Federal Regulations is proposed to be amended as follows:

1. Appendix A of Part 1304 is removed.

2. Part 1306 is added to read as follows:

Part 1306-HEAD START STAFF REQUIREMENTS AND PROGRAM OPTIONS

Subpart A - General

Sec.
1306.1 Purpose and scope.
1306.2 Effective dates.
1306.3 Definitions.

Subpart B - Head Start Program Staffing Requirements.

1306.20 Program staffing patterns.
1306.21 Staff qualification requirements.
1306.22 Volunteers.
1306.23 Training.

Subpart C - Head Start Program Options

1306.30 Provision of comprehensive child development services.
1306.31 Choosing a Head Start program option.
1306.32 Center-based program option.
1306.33 Home-based program option.
1306.34 Additional Head Start program option variations.

Authority: 42 U.S.C. 9831 et seq.

Subpart A - General

§1306.1 Purpose and scope.

This Part sets forth standards for Head Start program staffing and program options that all Head Start programs, with the exception of the Parent Child Center programs, are required to implement. These standards, including staffing patterns and qualifications, the choice of the program option(s) to be implemented and the acceptable ranges in the implementation of those options, have been developed to help ensure the quality of the program and to help promote long range benefits to the children and families being served.

§1306.2 Effective dates.

(a) Except as provided in paragraph (b) below, existing Head Start programs refunded 180 or more days after the effective date of this Part must comply with these requirements by that time in their grant cycle when a new group of children begins receiving services. This does not preclude programs from voluntarily coming into compliance with these regulations prior to the effective date.

(b) Currently funded Head Start programs must be in compliance with the staff qualification requirements in section 1306.21 within two years from the effective date of this Part. This does not preclude programs from voluntarily coming into compliance with these regulations prior to the effective date.

(c) All new Head Start programs must be in compliance with this rule at the time they are funded.

§1306.3 Definitions.

(a) Center-based program option means Head Start services provided to children primarily in classroom settings.

(b) Days of operation means the planned days during which children will be receiving direct Head Start component services in a classroom, on a field trip or on trips for health-related activities.

(c) Double session variation means a variation of the center-based program option that operates with one teacher who works with a group of children in a morning session and a different group of children in an afternoon session.

(d) Full day variation means a variation of the center-based program option in which program operations continue for longer than six hours per day.

(e) Group socialization activities means the sessions in which children and parents enrolled in the home-based program option interact with other home-based children and parents in a Head Start classroom, community facility, home or on a field trip.

(f) Head Start classroom means a group of children supervised and taught by two paid staff members (a teacher and a teacher aide) and, whenever possible, a volunteer.

(g) Head Start parent(s) means a Head Start child's parent(s), foster parent(s), guardian(s) or the person(s) with whom the child has been placed for puposes of adoption pending a final adoption decree.

(h) Head Start program means a Head Start grantee or delegate agency.

(i) Home-based program option means Head Start services provided to children through intensive work with the child's parents and family as the primary factor in the growth and development of the child.

(j) Home visits means the visits made to a child's home by the classroom teacher in a center-based program or home visitors in a home-based program for the purpose of assisting parents in fostering the growth and development of their children.

(k) Hours of operation means the planned hours per day during which children and families will be receiving direct Head Start component services in a classroom, on a field trip, while receiving medical or dental services or during a home visit or group socialization activity. Hours of operation does not include travel time to and from the center at the beginning and end of a session.

(l) Parent-teacher conference means the meeting held at the Head Start center between the child's teacher and the child's parent(s) during which the child's progress and accomplishments are discussed.

Subpart B - Head Start Program Staffing Requirements

§1306.20 Program staffing patterns.

(a) Programs must provide adequate supervision of their staff.

(b) Center-based programs must employ two staff persons responsible for each classroom (a teacher and a teacher aide) and, whenever possible, a third person in the classroom who is a volunteer.

(c) Home-based programs must employ home visitors responsible for home visits and group socialization activities.

(d) Classroom staff and home visitors must be able to communicate with the families they serve either directly or through a translator. They must also be familiar with the ethnic background of those families.

§1306.21 Staff qualification requirements.

(a) Every Head Start classroom teacher must:

(1) have a Child Development Associate (CDA) credential that is appropriate to the age of the children being served in center-based programs (Preschool or Infant-Toddler CDA); or

(2) have a State awarded certificate for preschool teachers which meets or exceeds the requirements for a CDA credential; or

(3) have an Associate, Baccalaureate, or advanced degree in early childhood education; or

(4) have a degree in a field related to early childhood education with experience in teaching preschool children and have a State awarded certificate required to teach in a preschool program.

(b) Each Head Start home visitor must:

(1) have a CDA Home Visitor credential; or

(2) have a State awarded certificate for home visitors which meets or exceeds the requirements for a CDA credential; or

(3) have an Associate, Baccalaureate, or advanced degree in early childhood education or human development, including education and experience in social services and adult education.

§1306.22 Volunteers.

(a) Head Start programs must use volunteers to the fullest extent possible. Head Start programs must develop and implement a system to actively recruit, train and utilize volunteers in the program.

(b) Special efforts must be made to have volunteer participation, especially parents, in the classroom and during group socialization activities.

§1306.23 Training.

(a) Head Start programs must provide pre-service and in-service training opportunities to program staff and volunteers to assist them in acquiring or increasing the knowledge and skills they need to fulfill their job responsibilities. This training must be directed towards improving the ability of staff and volunteers to deliver services required by Head Start regulations and policies.

(b) Head Start programs must provide staff with information and training about the underlying philosophy and goals of Head Start and the program option being implemented.

Subpart C - Head Start Program Options

§1306.30 Provision of comprehensive child development services.

(a) All Head Start programs must provide comprehensive child development services.

(b) All Head Start programs must provide classroom or group socialization activities for the child as well as home visits to the parent(s). The major purpose of the classroom or socialization activities is to help meet the child's developmental needs and to foster the child's social competence. The major purpose of the home visits is to enhance the parental role in the growth and development of the child.

(c) The facilities used by Head Start programs for regularly scheduled center-based classroom or home-based group socialization activities must meet applicable State and local licensing standards. In cases where these licensing standards are less comprehensive or less stringent than Head Start regulations or where no State or local licensing standards are applicable, programs are, at a minimum, required to assure that their facilities are in compliance with Head Start performance standards related to health and safety found in 45 CFR 1304.2-3.

(d) All programs must identify, secure and use community resources in the provision of services to Head Start children and their families prior to using Head Start funds for these services.

§1306.31 Choosing a Head Start program option.

(a) Programs may choose to implement a center-based option, a home-based program option or both options.

(b) Programs must choose the program option(s) that meet the needs of the children and families as indicated by the community needs assessment conducted by the program.

(c) When assigning children to a particular option, Head Start programs that operate more than one option must consider such factors as the child's age, developmental level, handicaps, health or learning problems, previous preschool experiences and family situation. Programs must also consider parents' concerns and wishes prior to making final assignments.

§1306.32 Center-based program option.

(a) Class Size

(1) Head Start classes must be staffed by a teacher, an aide and, whenever possible, a volunteer.

(2) Using funded enrollment, programs must determine their class size based on the predominate age of the children in the classroom and whether or not a double session is being implemented.

(3) For classes serving predominately four or five year old children, the average class size of that group of classes must be between 17 and 20 children with no more than 20 and no fewer than 13 children in any one class.

(4) When double session classes serve predominately four or five year old children, the average class size of that group of classes must be between 15 and 17 children. A double session class for four or five year old children may have no more than 17 and no
fewer than 13 children enrolled. See paragraph (c) of this section for other requirements regarding the double session variation.

(5) For classes serving predominately three year old children, the average class size of that group of classes must be between 15 and 17 children with no more than 17 and no fewer than 13 children enrolled in any one class.

(6) When double session classes serve predominately three year old children, the average class size of that group of classes must be between 13 and 15 children. A double session class for three year old children may have no more than 15 and no fewer than 13 children enrolled. See paragraph (c) of this section for other requirements regarding the double session variation.

(7) A class is considered to serve predominately four or five year old children if more than half of the children in the class will be four or five years old by whatever date is used by the State or local jurisdiction in which the Head Start program is located to determine eligibility for public school.

(8) A class is considered to serve predominately three year old children if more than half of the children in the class will be three years old by whatever date is used by the State or local jurisdiction in which the Head Start program is located to determine eligibility for public school.

(9) Head Start programs must determine the predominate age of children in the class at the start of the year. There is no need to change that determination during the year.

(10) In some cases, State or local licensing requirements may be more stringent than these class requirements, preventing the required minimum numbers of children from being enrolled in the facility being used by the Head Start program. Where this is the case, Head Start programs must try to find alternative facilities that satisfy licensing requirements for the numbers of children cited above. If no alternative facilities are available, the responsible HHS official has the discretion to approve enrollment of fewer children than required above.

(11) The chart below may be used for easy reference:

Predominate Age of Children in the Class	Funded Class Size (Funded Enrollment)
4 and 5 year olds	Program average of 17-20 children enrolled per class in these classes. No less than 13 and no more than 20 children enrolled in any class.
4 and 5 year olds in double session classes	Program average of 15-17 children enrolled per class in these classes. No less than 13 and no more than 17 children enrolled in any class.
3 year olds	Program average of 15-17 children enrolled per class in these classes. No less than 13 and no more than 17 children enrolled in any class.
3 year olds in double session classes	Program average of 13-15 children enrolled per class in these classes. No less than 13 and no more than 15 children enrolled in any class.

(b) Center-Based Program Requirements

(1) Programs must operate classes for four or five days per week or some combination of four or five days per week.

(2) Programs must operate classes for a minimum of three and one half to a maximum of six hours per day with four hours per day considered to be optimal.

(3) The annual number of required days of planned classroom operations (days when children are scheduled to attend) is determined by the number of days per week each program operates. Programs that operate for four days per week must provide at least 128 days per year of planned classroom operations. Programs that operate for five days per week must provide at least 160 days per year of planned classroom operations. Programs implementing a combination of four and five days per week must plan to operate between 128 and 160 days per year. The minimum number of planned days of service per year can be determined by computing the relative number of four and five day weeks that the program operates. All center-based programs must provide a minimum of 32 weeks of scheduled days of classroom operations over an eight or nine month period. Every effort should be made to schedule
makeup classes using existing resources if planned classroom days fall below the number required per year.

(4) Programs must schedule makeup classes, when needed, to prevent the number of days of service available to the children from falling below 128 days per year.

(5) Each individual child is not required to receive the minimum days of service, although this is to be encouraged in accordance with Head Start policies regarding attendance. The minimum number of days also does not apply to handicapped children whose individualized education plan may require fewer planned days of service in the Head Start program.

(6) Head Start migrant programs are not subject to the requirement for a minimum number of planned days, but each migrant program must make every effort to provide as many days of service as possible to each migrant child and family.

(7) Staff must be employed for sufficient time to allow them to participate in pre-service training, to plan and set up the program at the start of the year, to close the program at the end of the year, to conduct home visits and parent-teacher conferences, to
maintain records and to keep plans current and relevant. These activities should take place when no classroom activites with children present are planned.

(8) Head Start programs must develop and implement a system that actively encourages parents to participate in two home visits and two parent-teacher conferences annually for each child enrolled in a center-based option. These visits and conferences must be initiated and carried out by the child's teacher. Programs may not, however, drop the child from the center-based program if the parents will not participate in the visits and/or the conferences.

(9) Head Start migrant programs are required to plan for a minimum of two parent-teacher conferences for each child during the time they serve that child. Should time and circumstance allow, migrant programs must make every effort to conduct home visits.

(c) Double Session Variation

(1) A center-based option with a double session variation employs a single teacher to work with one group of children in the morning and a different group of children in the afternoon. Because of the larger number of children and families to whom the teacher must provide services, double session programs must comply with the requirements regarding class size explained in paragraph (a) of this section and with all other center-based requirements in paragraph (b) of this section with the exceptions and additions noted in this paragraph.

(2) Each program must operate classes for four days per week.

(3) Each double session classroom staff member must be provided adequate break time during the course of the day. In addition, each teacher, aide and volunteer must have appropriate time to prepare for each session together, to set up the classroom environment and to give individual attention to children entering and leaving the center.

(d) Full Day Variation

(1) A Head Start program implementing a center-based option with a full day variation provides more than six hours of classroom operations per day using Head Start funds. These programs must comply with all the requirements regarding the center-based program option found in paragraphs (a) and (b) of this section with the exception of subparagraph (b)(2) regarding the hours of service per day.

(2) Programs are encouraged to meet the needs of the families for full day operations by securing funds from other agencies. A Head Start program implementing a full day variation must determine that all alternative sources for full day services have been contacted, that enrollment opportunities in other programs are not available for families and that non-Head Start resources are not available to operate the longer day.

(3) Head Start programs may provide full day services only to those children and families with special needs that justify full day services or to those children whose parents are employed or in job training with no caregiver present in the home. The records of each child receiving services for more than 6 hours per day must show how each child meets the criteria stated above.

(4) Programs may consider charging for services which are provided outside the normal hours of the Head Start program. When this alternative is utilized, no Head Start funds may be used to pay for these services. Head Start space, however, that would otherwise be unused may be made available for other activities outside the normal hours of the Head Start program.

§1306.33 Home-based program option.

(a) Programs implementing a home based option must:

(1) Provide one home visit per week per family (a minimum of 32 home visits per year) lasting for a minimum of 1 1/2 hours each.

(2) Provide, at a minimum, two group socialization activities per month per child (a minimum of 16 group socialization activities each year). Each group socialization activity must operate for a minimum of 3 1/2 hours to a maximum of 6 hours with 4 hours considered to be optimal.

(3) Make up planned home visits or scheduled group socialization activities that were cancelled by the program or by program staff if this is necessary to meet the minimums stated above. Medical or social service appointments may not replace home visits or scheduled group socialization activities.

(4) Allow staff sufficient employed time to participate in pre-service training, to plan and set up the program at the start of the year, to close the program at the end of the year, to maintain records and keep plans current and relevant. These activities should take place when no home visits or group socialization activities are planned.

(5) Maintain an average caseload of 10 to 12 families per home visitor with a maximum of 12 families for any individual home visitor.

(b) Home visits must be conducted by trained home visitors with the content of the visit jointly planned by the home visitor and the parent(s). Home visitors must conduct the home visit with the parent(s). Home visits may not be conducted by the home visitor with only baby sitters or other temporary caregivers in attendance.

(1) The purpose of the home visit is to help parents improve their parenting skills and to assist them in the use of the home as the child's primary learning environment. The home visitor must work with parents to help them provide learning opportunities that enhance their child's growth and development.

(2) Home visits must, over the course of the year, contain elements of all Head Start program components. The home visitor is the person responsible for introducing, arranging for and, in some component areas, actually providing Head Start services.

(c) Group socialization activities must be focused on both the children and parent(s). They may not be conducted by the home visitor with baby sitters or other temporary caregivers.

(1) The purpose of these activities for the children is to emphasize peer group interaction through age appropriate activities in a Head Start classroom, community facility, home or on a field trip. The children are to be supervised by the home visitor with parents observing at times and actively participating at other times.

(2) The program must design these activities so that parents are expected to accompany their children to the group socialization activities at least twice each month to observe, to participate as volunteers or to engage in activities designed specifically for the parents.

(3) Programs must follow the nutrition requirements specified in 45 CFR 1304.3-10(b)(1) and provide appropriate snacks and meals to the children during group socialization activities.

(j) Sec.34 Additional Head Start program option variations.

In addition to the center-based and home-based program options as defined above, the Administration for Children, Youth and Families retains the right to fund alternative program variations to meet the unique needs of communities or to demonstrate or test alternative approaches for providing Head Start services.

hds human development services	U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES Administration for Children, Youth and Families	
	1. Log No. ACYF-IM-90-02	2. Issuance Date: 1/19/90
	3. Originating Office: Head Start Bureau	
	4. Key Word: Child Care Coordination	5.
	6.	7.

INFORMATION MEMORANDUM

TO: All Head Start Grantees and Delegate Agencies

SUBJECT: Head Start Coordination With Child Care Programs

INFORMATION: This memorandum provides agencies which operate Head Start programs with information that will assist them in seeking out ways to directly or indirectly provide child care services that are needed in their communities. We are encouraging agencies to:

- explore ways to coordinate with State and local organizations in order to increase needed preschool, full-day or other child care services within their community;
- identify and secure non-ACYF resources to extend services provided to children enrolled in Head Start past the normal hours of the Head Start program funded by ACYF;
- operate extended-day or after-school programs that are not administered under the Head Start Act or funded by ACYF; and
- serve as coordinators or brokers by being knowledgeable about the services available in the community and by assisting parents in finding the kind of care they need for their children.

The attached paper, Head Start and the Provision of Full-Day Child Care, developed by Lorelei R. Brush, Ph.D. as part of a contract from the Department of Health and Human Services, provides five case studies that will be helpful to programs interested

in becoming involved in efforts to meet their community's overall child care needs. The case studies detail how existing Head Start programs have coordinated with the Social Services Block Grant (Title XX) programs, local governments, State child care programs and State funded pre-school programs to provide or broker services.

This memorandum also identifies Head Start policies and regulations regarding full-day child care, funded enrollment, program budgets, cost allocations and fees which Head Start grantees need to consider when determining whether or not to assume a larger child care role in their communities. In addition, it identifies issues of concern that need to be addressed by a program considering the implementation of both Head Start and coordinated child care services.

Head Start Full-Day Services

Existing policies on the use of Head Start funds to provide full-day services are found in Transmittal Notice 72.6.: N-30-336-1. They allow Head Start funds to be used to provide full-day services only to children who need these services because they:

- o have special needs (e.g., handicapped, emotionally disturbed) that require full-day services of a developmental nature;
- o are from homes where stress, due to factors such as seriously ill or emotionally disturbed parents, is so great as to indicate that full-day care for the child is essential; or
- o have no caregiver at home because parents are employed or in job training.

Head Start programs are to seek and make maximum use of non-Head Start resources in financing full-day services. Head Start funds may be used to finance full-day services only when:

- o grantees are unable to obtain funds from other sources; or
- o Head Start funds are needed to develop the grantee as a competent provider of full-day services qualified to apply for non-Head Start financing for all or part of the costs of providing full-day services.

Head Start Funded Enrollment and Counting of Children

The policy regarding enrollment is found in "Enrollment and Attendance Policies in Head Start," published in the Federal Register on November 2, 1979. This policy specifies that programs are required to maintain an enrollment level equal to their funded slots.

Should a program secure additional funds to implement comprehensive child development services for additional Head Start-eligible children, care must be taken to develop a policy for recordkeeping and reporting enrollment. A decision must be made either to include these eligible children as Head Start enrollees (provided they are receiving comprehensive services) or to account for these children separately. Before making final decisions regarding the adoption of a specific method for counting children, programs should confer with the appropriate Regional Office, the American Indian Programs Branch or the Migrant Programs Branch.

Cost Allocation

Head Start programs must comply with grant requirements related to costs that are found in 45 CFR Part 74 (for non-governmental grantees) or 45 CFR Part 92 (for governmental grantees). They must also comply with grant requirements found in the Human Development Services Discretionary Grants Administration Manual and in 45 CFR 1301.

Should a program secure additional funds to implement comprehensive child development services for Head Start-eligible children, care must be taken to develop a policy for allocating costs between the program funded by Head Start and the program(s) funded through other sources. The purpose of the grantee policy would be to allocate costs so that they are charged equitably to each funding source.

In addition, a decision must be made either to include these non-Head Start funds as part of the Head Start non-Federal budget (provided the children are eligible for Head Start and receiving comprehensive services) or to account for these funds separately outside of the Head Start budget. It is important to remember that the Head Start matching requirements may not be met through funds or services derived from other Federal grants.

Programs should also make sure that their decisions regarding counting children and cost allocation are coordinated so that each decision is consistent with the other. Before making a final decision regarding the adoption of a specific method for cost sharing and accounting, programs should confer with the appropriate Regional Office, the American Indian Programs Branch or the Migrant Programs Branch.

Head Start Fee Policy

The Head Start regulation 45 CFR 1305.8 specifically prohibits Head Start agencies from charging fees for participation in the Head Start program itself. This does not preclude Head Start programs

from charging fees for care not supported by Head Start funds and which is outside the normal operating hours of the Head Start program. Programs must also make sure that children recruited for the Head Start program are from the lowest income families and have the greatest need for Head Start services.

Other Issues

If grantees decide to operate and, perhaps, to charge for child care services outside the normal hours of the Head Start program, they must ensure that Head Start regulations and policies are followed for the Head Start portion of the program by:

- reviewing fiscal and other administrative systems to make sure they can account for a variety of funding sources which probably have different reporting systems;
- accounting for fees collected for services that are provided beyond the hours of the Head Start program;
- making sure that costs allocated to non-Head Start funding sources are not paid for out of the Head Start budget, even on a temporary basis;
- securing prior Regional Office approval should the community needs assessment and coordination efforts result in the need to make major changes in the Head Start budget, program staffing pattern, program design or options; and
- informing Head Start parents of what services Head Start provides and what services are available through payment of fees, making sure that enrollment in the Head Start program is not contingent upon use of non-Head Start services.

In addition, grantees should develop and follow procedures and requirements to ensure that the care provided is of high quality by:

- protecting the health and safety of the program participants;
- complying with State and local licensing requirements;
- providing the kinds of services desired and supported by the parents of the children being served (as indicated in the community needs assessment data), such as extended day services, after and before school care and full-day care; and

- providing for the involvement of the parents of non-Head Start children in a manner that does not jeopardize the requirements in 45 CFR 1304.5.

In all cases, grantees are encouraged to explore coordination efforts, but are asked to proceed cautiously so as to avoid adverse effects on the operation of the existing Head Start program.

ACTION: Grantees which are already providing or brokering services as described in this Information Memorandum and would like to share information that would be helpful to other Head Start programs may write to: Head Start/Child Care Coordination, Head Start Bureau, Administration for Children, Youth and Families, P.O. Box 1182, Washington, D.C. 20013.

EFFECTIVE DATE: Immediately

ADDITIONAL INFORMATION: Head Start agencies should also expect to receive additional Information Memoranda that provide information on best practices in these cooperative efforts and present issues and concerns that need to be addressed as a result of these efforts.

Specific questions regarding this Information Memorandum should be addressed to the appropriate Regional Office, the American Indian Programs Branch or the Migrant Programs Branch.

ATTACHMENT: Head Start and the Provision of Full-Day Child Care

Wade F. Horn, Ph.D.
Commissioner

HEAD START AND THE PROVISION OF FULL-DAY CHILD CARE

October, 1989

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Head Start and the Provision of Full-Day Child Care

Introduction

During the initial years of the program, most Head Start children had one parent at home during the day. This meant that part-day services for children in a center were sensible: a child could attend a Head Start classroom for a certain number of hours and be home with his family the remainder of the day. However, in recent years more and more Head Start parents have become involved in education or training programs or are employed for part or all of the day. Grantees are having to deal with parental needs for longer hours of care for their children. Where the grantee's program in the classroom is part-day, staff are sometimes transporting children to other child care arrangements. Sometimes grantees may not be able to serve children at all because the complexity of arrangements for working parents (or those in education or training programs) is too great. The parents elect to use full-time arrangements outside of Head Start.

The Administration for Children, Youth and Families (ACYF), which is the oversight agency for the Head Start Bureau, allows grantees to offer full-day care to children whose parents are not at home, but, in practice, has not encouraged expansion of the option beyond its current enrollment. In fact, the number of children in

full-day Head Start has been decreasing over the last few years as there has been continuing pressure for Head Start to serve a larger number of children.

The provision of full-day child care for low income families is becoming more and more of a national issue as states begin to inaugurate the Job Opportunities and Basic Skills Training (JOBS) programs. In such programs, mothers are required to enter education, training, or employment programs in order to qualify for benefits from the Aid to Families with Dependent Children (AFDC) program. Under the Family Support Act of 1988, any individual with a child above 3 years of age may be required to participate in the JOBS program (and at state option, above age 1). Prior to enactment of the Family Support Act, mothers receiving public assistance have been exempt from participating in such programs if they have children under the age of 6, although they cannot be required to participate more than 20 hours per week. As a consequence of these changes in legislation, more families who are eligible for Head Start may not elect to use its services because the number of hours of classroom time are shorter or do not coincide with the hours mothers are involved outside the home.

The purpose of this report is to describe the services used by a

sample of Head Start grantees which are offering full-day programs for children. Each description includes

- the schedule of operation of the program for children,
- the services offered to children in part-day and full-day programs,
- the funding sources contributing to the grantee's operation, and
- the problematic issues the grantee faces in the operation of the program.

This information was gathered as a part of a project sponsored by the Office of the Assistant Secretary for Planning and Evaluation, Department of Health and Human Services. Project staff talked with 21 Head Start grantees which offer full-day care, including at least one grantee from each Region, rural and urban grantees, and small and large grantees. In a few cases, grantees were fully funded by Head Start and offered a full-day option for children lasting 9 or more hours a day. However, in most cases a grantee's full-day program was funded, at least in part, by a second source such as the Social Services Block Grant (SSBG), a state work-welfare fund, or parent fees.

Each of the grantees offering full-day care recognized the need of low-income families in their community for such care. The grantee's method of meeting the need tended to depend on the configuration of child care already offered in the community but to

match with family needs. If there was a much larger demand for child care slots than there were places for children, grantees often chose to provide care. They opened new classrooms or extended the hours of some existing classes. If there was a fairly sufficient number of existing slots, but the community needed an agency to coordinate its efforts, grantees sometimes chose to broker care. They might operate a child care information and referral center for parents to call and be connected with potential child care providers; they might recruit and train family day care home providers, connecting them with local day care centers or with each other; or they might operate a variety of support services for parents of young children and care providers, such as help with the high school teen parent program or parent and provider support groups.

A special group of grantees includes those who operate child care for a work-welfare demonstration program in preparation for implementing the JOBS program in their state. Each helped to organize the child care component of work-welfare by meeting with a coordinating committee of members of their community. Each designed a program of services which complemented what was already offered in the community and would help the particular set of parents who would be involved in work-welfare's education and training programs.

On the following pages five sample grantees are examined in detail. Grantee 1 provides care for children through support from several different funding sources; Grantee 2 brokers care for children in the community; Grantees 3, 4, and 5 operate programs under the sponsorship of work-welfare.

The Provision of Care

Grantee 1: Providing extensive child care

The first grantee receives child care funding from Head Start, SSBG, the county and from fee-paying parents. Its program has the following options:

- A part-day Head Start program (3 1/2 hours a day, 5 days a week, 9 months a year) for 287 3- to 5-year-old children.
- A full-day SSBG program (up to 12 hours a day, 5 days a week, 12 months a year) for 350 children, infants through school age, who are placed in about 15 family day care homes and 10 centers. A staff member from the grantee monitors all placements and provides technical assistance to providers.
- A newly funded Head Start program for 68 of the SSBG children. All of these 3- to 5-year-old children are Head Start-eligible, but in need of full-day care. At a cost of about $100 per child, the grantee uses the new Head Start fund to supply all of the needed services to bring its day care program up to the standards of Head Start.
- A private tuition program for families desiring Head Start services, but who are ineligible because their income is above the poverty guidelines for Head Start and SSBG. These parents are given the option of paying tuition so that their

children can join the grantee's program and receive services equivalent to those provided to Head Start enrollees. In addition, the grantee receives funding from the county under a mental health grant to mainstream "at risk" children such as those with emotional problems or those in families with risk of child abuse.

This grantee has combined monies from four funding sources to help serve families in need, whatever their income level and eligibility for subsidy. First, they receive Head Start money for comprehensive services for low income families, generally where the mother is not currently employed. Second, the grantee has reached out to help special groups of at-risk children, using monies from a mental health grant. Third, the grantee uses SSBG to support full-day child care for families in need and supplements that funding with Head Start monies for eligible families who could benefit from its more comprehensive services. The Director feels that SSBG is satisfied with the joint effort because children are receiving the day care they are supposed to receive. Head Start Regional staff are especially pleased that the grantee has been able to increase its Head Start enrollment at such a modest cost per child for the SSBG children whose services are enhanced. Fourth, the grantee accepts monies from parents who can afford to pay and would like their families to benefit from a Head Start type of

experience. This is a valuable arrangement for the grantee which receives added cash. It is not in conflict with the Head Start prohibition against fees since Head Start parents are not paying for Head Start services.

The Brokering of Child Care Services

In this section the discussion centers around a grantee located in a community where there is some need for more full-day care, but a seemingly greater need for connecting families with available services. The grantee has chosen to coordinate community efforts so that parents can find available slots and have ancillary services to support their families.

Grantee 2: Brokering child care services

This grantee offers a Head Start program for 205 children with funds from Head Start and the city in which it is located. It offers

- A part-day program (3 hours a day, 4 days a week, 10 months a year, double sessions) for 153 4-year-olds, of whom 22 are funded by the city.
- A home-based program for 36 families with 3-year-olds.
- A locally designed option for 16 children who are usually recommended by Child Protective Services (CPS). These children are placed in licensed family day care homes; Head Start staff visit the homes regularly as they would families in a home-based program, train the providers, and ensure that children receive the range of required Head Start services.

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Thus, the only provision of full-day services is made to this special population of children recommended by CPS.

It may appear that the grantee offers a very limited set of services for working parents. However, rather than provide more full-day care for children, this grantee has chosen to take a role in the community of brokering care. Its services in this category include:

- Employer-funded referral services. Grantee staff help employees of specific businesses to locate appropriate child care, counsel parents, and train providers.
- Operation of a child care resource and referral (CCR&R) service. Parents can call the grantee and receive a list of local centers and family day care homes that meet their requirements for regular child care or respite care.
- A day care development program to increase the number of licensed family day care providers in the area. The grantee recruits providers, supplies training, sees new providers through the licensing process, monitors their progress, and lists them in the CCR&R service.
- A peer support network for parents with particular problems, funded by the local Office of Mental Health and Developmental Disabilities. Parents are trained as peer counselors and matched with other parents so they can share their experiences related to a handicapped child or family problems.
- Coordination of school-aged child care. Grantee staff help to establish new programs, provide technical assistance to existing programs, and connect families with appropriate care.
- Work with teenagers in several ways: a program for teen parents similar to Head Start's home-based option; a pregnancy prevention program for young teens who are at risk to be early parents; and a program for older teens who are at risk for early pregnancy, helping them to gain employment

skills by placing them in a school-aged child care program where they are paid and provided training in child development and parenting skills.

This grantee has identified strong needs for quality child care in the community and has chosen to coordinate care for the area, help improve the quality of existing care, and provide support to families in need of care.

This effort to coordinate services has allowed many facets of the child care community to combine their efforts and their funds to support low income families as they make a transition to employment. It is an example of how a Head Start grantee need not provide all services, but can act as coordinator to ensure that services are matched with families in need of them.

Child Care in a JOBS Program Context

In the following three examples, the discussion involves grantees who chose to coordinate child care with the work-welfare demonstration programs that existed in their counties prior to the JOBS program. They have traditionally been Head Start grantees; they also received funding from their state work-welfare programs and are supplying child care for families in that program. Grantee 1 chose to extend the hours of two of its existing part-day classrooms; Grantee 4 agreed to accept children for whom there is no care currently available in the community (infants and toddlers, sick children, children in transition to a permanent placement

elsewhere); and Grantee 5 has begun a brokering system to help parents select care. Staff prepare contracts with providers for such care and monitor the arrangements, once they are in effect.

Grantee 1: Extending hours for work-welfare children

This grantee is a single-purpose agency. It has traditionally offered three different part-day schedules for 3- and 4-year-olds (paid for solely by Head Start):

- For 34 children, "full-day" classrooms operating 6 hours a day, 5 days a week for 9 months a year.
- For 34 children, split-session classes where one group of children come to the center 5 hours a day, 3 days a week in the fall and another group comes 5 hours a day, 2 days a week. In the spring the two groups change schedules.
- For 68 children, double-session classes in which each child comes to the center 3 hours a day, 5 days a week, 9 months a year.

Under an innovative grant three years ago, Head Start allowed the grantee to extend the hours of service for one of the "full-day" classrooms. Head Start paid for 6 hours for children; the county paid for an additional 3 hours. The goal was to help parents become economically self-sufficient; in fact, 95 percent of them entered training programs or employment.

When the Governor of the state began the state's work-welfare program, he held hearings about potential problems and heard a great deal about child care issues. He created two kinds of child care dollars: some to support Head Start-like child care and some to go to private care providers (many of whom already had SSBG children enrolled). The Director from Grantee 3 participated in the county planning process and has received a grant from the state of "Head Start-like dollars" to extend the hours of the day for two of her classrooms. Head Start pays for 5 hours of programming each day, the county an additional 5. Head Start lasts nine months a year and the county supports the two extended day classrooms for the additional months. All children will continue to receive comprehensive Head Start services as they all will continue to be "Head Start" children, at least for part of the day and part of the year. So, in this first example, the Head Start Director developed a program to assist low income working parents by using her current Head Start resources and state funds and simply extending the hours of the day and months of the year that two classrooms are open.

Grantee 4: Extending services to work-welfare children

In this example, the Head Start Director also worked very closely with county officials to design an appropriate program, but came up with a very different set of services. In this area, the

County Commissioners are the Head Start grantee. They have traditionally offered two Head Start options:

- A part-day program (3 1/2 hours a day, 4 days a week, September to May, double sessions) for 300 4-year-olds.
- A full-day program (9 hours a day, 5 days a week, May to October) for up to 250 migrant children from infancy through age 5.

Because they are asked to care for migrant children who are sick, grantee staff have acquired appropriate licensing to care for sick children. Because migrant children are placed with them from infancy through age 5, the grantee is licensed to deal with all of these ages.

When the county began planning for the work-welfare program, the grantee was, thus, in an interesting position to be able to help the community. Staff organized a Child Care Network, calling in all providers who were interested in caring for children of mothers in the program. The county said that it could not afford to pay the cost of private child care. Private providers said they could not afford to take work-welfare children at the fixed rate offered. The Network discussed various line items of cost and discovered that transportation was a major expense item for providers. The county offered to transport work-welfare children, and many local providers were then able to agree to open slots for work-welfare children. As a result, the county found a sufficient number of existing slots to meet the needs of the community.

The role assumed by the county is one which fits around the rest of child care in the community and fills in gaps. First, some Head Start parents wanted their children to remain in the program. So, the grantee has some "Head Start" classrooms where children can remain for the full day. Second, the grantee offers infant care for 8 to 10 children of work-welfare mothers in its licensed facility. Third, it offers care for sick children, whether they are a part of Head Start or a private day care class. Lastly, it will take children of mothers in transition into the work-welfare program. A mother just entering the program may want her child placed in a particular center that is expecting an opening in a month; the county will take the child as a temporary placement until the permanent slot opens up.

It may not appear upon first glance that Grantee 4 is participating extensively in the work-welfare program. It only has a classroom of infants, care for sick children, care for a few children in transition to permanent slots, and extended days for some Head Start children. But, in fact, it is providing important services for the community which could not be obtained through other means.

Grantee 5: Brokering services for work-welfare families

This work-welfare participant is heavily involved in providing child care for thousands of children of low income parents. It offers the following schedules:

- "Part-day" Head Start (including either a home-based or center-based option, this latter for 4 hours a day, 5 days a week, 9 months a year) for 283 children aged 3 to 5.
- Head Start home preschool (4 hours a day, 5 days a week, 9 months a year) for 6 3- to 5-year-olds in one day care home.
- Full-day Head Start (10 to 12 hours a day, 5 days a week, 12 months a year) for 320 3- to 5-year-old children of working parents.
- Migrant Head Start (10 to 12 hours a day, 5 days a week, 9 months a year) for 154 infants to children about 5.
- State-funded part-day center care (4 hours a day, 5 days a week, 9 months a year) for 240 children comingled with Head Start part-day children.
- State-funded general child care, extending the part-day hours of state-funded children of working parents by financing an additional 6 hours a day.
- Twenty state-funded family day care homes for 129 children. The grantee helped these homes become licensed and insured, trained providers, and now monitors them.
- A "parent select" option. JTPA and the State have contracted with the grantee to find day care for their clients in licensed homes or centers or in an approved relative's home. Care for about 190 children a year is brokered through this option.

Grantee 5 thus receives funding from several sources to provide or broker child care: Head Start's Regional Office and Migrant Program Division; the State; and JTPA. In the first seven program

schedules, the grantee is providing care for children. In the final schedule, staff have become brokers for care in an interesting way. When a client comes to see a staff member to discuss care, the staff member can present a series of options: care in a center, a licensed family day care home, or by a relative. If the parent would like a relative to provide child care, a staff member from the grantee visits the proposed home to see that it is appropriate. If it is, the staff member develops a contract with the relative which stipulates that she may be paid to care for the client's children, but she may not accept any other children (except her own). So, the grantee has some control over the quality of care, though the rules do permit children to be in unlicensed facilities.

In preparation for the beginning of the state's work-welfare program, grantee staff began working with a planning committee which had representatives from local colleges, training programs, programs for the developmentally disabled, and child care agencies. The committee wrote the proposal for the county on how it would implement the work-welfare program, and it now meets monthly to coordinate operation of the program.

The county's decision on the provision of child care was that Grantee 5 would extend its "parent select" option and help match approximately 4,900 children with child care. The Director says that this matching process will require hiring 24 new staff members.

most of whom will be intake workers who will talk with each client, visit potential child care sites, train providers, and monitor homes.

Summary of Child Care Options

Perhaps the most striking feature of these examples is the diversity in methods of meeting local child care needs. First, many grantees are providing services in a variety of ways to a variety of children. A part-day Head Start program meets a comprehensive set of needs for families where the mother is not working outside the home. Full-day services, perhaps paid for by SSBG, fill another family need -- for long hours of child care. Enhancement of SSBG programs through Head Start funding adds a comprehensive set of services to a basic child care program and ensures that care is of Head Start quality and that family needs in the areas of health, social services, and parent involvement are met. A grantee's choice to work with groups of children not traditionally a part of Head Start (e.g., because of their age) eases the stress of some families in need of care for siblings of Head Start children. A grantee caring for sick children helps families whose workers have limited sick time.

Second, some Directors, perceiving that the community offers ample private or subsidized child care, have decided to concentrate their efforts on brokering services for children and families. They

may deal solely with connecting families with child care through a resource and referral service, or they may also become involved in recruiting and monitoring providers, supporting parents in education and training programs, and becoming the community's focal point for any questions on child care.

Each grantee has evaluated the child care needs in its community, planned a program that gathers resources to meet those needs, and sought approval from each funding source for their program. States, local funding groups, and Head Start Regional Offices have endorsed the plans, and the programs appear to be successful. An important caveat to remember, though, is that a program that works in one community may not work in another. The uniqueness of local needs, licensing requirements, space useable for child care, staff available for child care jobs, etc. means that each community must develop its own scheme and demonstrate its worth to its funding sources.

Issues in the Provision of Full-Day Services

Each of the grantees interviewed for the study has found successful solutions to meet the needs of low income families for full-day child care. But each mentioned issues they had to deal with in the process of developing and delivering their services. Several of the grantees reported difficulties in providing the

full-day services that their families needed. Often the problem seemed to be a mismatch of community need and Head Start or SSBG regulations. The following list summarizes the major issues:

- Lack of extensive funding of child care slots out of the Social Service Block Grant (SSBG) funds in some states. Several grantees reported that their state emphasizes aging programs, child abuse or child welfare needs over day care and that there is little funding for full-day child care.

- Available child care slots are reserved for a specific group. For example, in the State of Georgia, SSBG slots are set aside for children of parents looking for work. Once a parent has found employment, the child can remain in care for a very limited amount of time.

- SSBG resources are used to provide child care, not a comprehensive services program, but some families using SSBG child care could benefit from the range of services provided to Head Start children. Grantees may try to supply the services needed by SSBG families from their limited resources, but staff feel they could do much more if these families were Head Start families.

- SSBG only pays grantees for slots which are filled. Extensive turnover in some states and limitations on the grantee's ability to recruit new families means that grantees often experience cash flow difficulties.

- While ACYF recognizes full-day programs as an official option, it has not encouraged expansion of this option using Head Start funds. So, not all grantees who would like to offer Head Start's full-day option have been able to use it to the extent they would like.

Grantees who are brokering services discussed a very different issue: the perception that the community holds of Head Start. In communities where Head Start is a central supplier of child care, its staff have significant influence, and it is trusted as a

valuable resource, Head Start is able to act as a service coordinator. It has the confidence of the community that is needed to build a resource and referral service and attract other resources committed to child care. However, in some communities Head Start may be viewed as a competitor, as an agency that wishes to "take over" the child care community. In these cases it may be difficult for Head Start to coordinate services.

The grantees working in a work-welfare context mentioned another potential issue. In the counties of the grantees discussed in this paper, efforts were made to bring together child care resources in order to plan the work-welfare program. These resources included Head Start staff, public and private child care providers and county planners. In other counties, unfortunately, there was no such coordinated planning effort. For example, county staff in some sites simply issued a Request for Proposals, asking child care agencies to bid for work-welfare slots. Without the planning effort, it may be difficult to develop a child care system in which Head State services contribute to meeting the needs of the community, including future needs under the JOBS program.

(OCD/HS)

TRANSMITTAL NOTICE - HEAD START POLICY MANUAL 8/21/74

72.6

WHAT WE ARE SENDING

Notice N-30-136-1
Use of Head Start Funds to Provide Full Day Services

MANUAL MATERIAL TO BE REPLACED

None

WHAT YOU SHOULD DO

Cross reference this material with material in the Head Start Manual on page 6 (A Manual of Policies and Instructions, Manual 6108-1, September, 1967) and file attached copy in loose leaf notebook under a category entitled "Notices".

BACKGROUND

The Head Start Policy Manual states that the appropriate duration of an educational or enrichment program for pre-school children is no more than six hours per day. Beyond this period, it is desirable for a child to "return to his own family unless there is no suitable caregiver in the home due to employment, illness or other reasons." Only in such cases may the basic Head Start program be supplemented to provide full day care for the child.

Low-income children and families, like other segments of the community, differ greatly in their need for child care and developmental services. Ideally, Head Start programs should be tailored to the special and diverse needs of each individual community and child, with particular emphasis placed on serving those with the greatest need. Thus, size permitting, each Head Start program should provide a balanced program of remedial and developmental services that reflects the full array of needs in the community served.

It would be extremely unusual for a community to have an uniform and exclusive need for full day services. For this reason, it is a matter of concern that a number of Head Start programs now provide only full day services. In some cases, enrollment in Head Start programs has been restricted to the children of working parents. The result is that some children in these communities who most need

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Head Start remedial and developmental services are being excluded from the program.

Where full day Head Start services are needed it is quite often possible to finance these services at least in part by using funds from sources other than Head Start, such as Title IV-A of the Social Security Act and the WIN program. While these resources are extremely limited or unavailable in some communities Head Start programs have not always made full use of these resources where they are available. The effect has been to limit the scope and range of Head Start services in these programs.

In view of the above, the Office of Child Development has prepared the accompanying Notice as interim guidance to clarify and reaffirm Head Start policy with respect to the provision and financing of full day services. It is the intention of OCD to issue final guidance in this area later in 1972. Suggestions and comments concerning this Notice of interim guidance should be directed to the OCD regional office.

CHAPTER N-30-336-1
OFFICE OF CHILD DEVELOPMENT NOTICE
USING HEAD START FUNDS TO PROVIDE FULL DAY SERVICES

N-30-336-1-00 Purpose
10 Scope
20 Definition
30 Policy

N-30-336-1-00 PURPOSE

This chapter sets forth the policy governing the use of Head Start funds to provide full day services. This policy is intended to clarify and reaffirm the existing policy on full day or day care services contained on page 4 in the Head Start Manual (A Manual of Policies and Instructions, Manual 6108-1 September, 1967).

N-30-336-1-10 SCOPE

This policy applies to all Head Start grantees that operate or propose to operate a full year full day program. This policy will be applied to all applications for Head Start funds for full day services, including continuation requests, submitted on or after April 1, 1973.

N-30-336-1-20 DEFINITIONS

As used in this issuance:
"Full Day Services" refers to Head Start child development services provided to a child or group of children for more than six hours per day.

N-30-336-1-30 POLICY

A. General Provisions

Head Start is a program to provide comprehensive developmental services to low-income pre-school children. To the extent possible and consistent with efficient resource utilization, Head Start funds are to be used to provide a balanced program of child development services, including full day services, that is tailored to the needs of individual children and responsive to the diversity of needs found in each community. Accordingly Head Start grantees who operate full day services are to observe the following general provisions:

(N-30-336-1-30A continued)

1. Head Start funds may be used to provide full day services only to children who need these services. Children who need full day services are defined as those who:

   a. Have special needs (e.g., handicapped, emotionally disturbed, etc.) that require full day services of a developmental nature.

   b. Are from homes where stress due to factors such as seriously ill or emotionally disturbed parents is so great as to indicate that full day care for the child is essential.

   c. Have no caregiver at home because parents are employed or in job training.

2. Head Start grantees are to seek and make maximum use of non-Head Start resources in financing full day services. As a general rule, Head Start funds may be used to finance full day services only when:

   a. Grantees are unable to obtain funds from other sources (such as Title IV-A or the WIN program)

   b. Head Start funds are needed to develop the grantee as a competent provider of full day services qualified to apply for non-Head Start financing for all or part of the costs of providing full day services.

3. The above policies and provisions notwithstanding, children who are enrolled in a full day Head Start program on or before September 30, 1972 may continue to receive full day services.

B. SPECIFIC PROVISIONS

Head Start grantees that operate or propose to operate full day services shall observe the following specific provisions:

1. Head Start grantees and delegate agencies that operate full day programs are to review and make appropriate revisions in recruiting and enrollment procedures to ensure that all children enrolled in Head Start full day services on or after November 1, 1972 meet the need criteria set forth above under General Provisions.

(N-30-336-1-308 continued)

2. All applications for Head Start funds for full day services, including continuation requests, that are submitted on or after April 1, 1973 are to contain:

   a. A brief description of the approach to be used for ensuring that children enrolled in full day services meet the need criteria established in A.1. above.

   b. A listing of the non-Head Start funding sources that have been contacted to obtain financing for full day services.

   c. Copies of letters of commitment or other documents recording the agreements reached with non-Head Start funding sources.

Mr. HORN. Thank you.

Mr. KILDEE. I would like Mr. Rahall to step up here.

Mr. KILDEE. Our next panel will be Dr. James J. Renier, Chairman and CEO, Honeywell, Incorporated, Minneapolis, Minnesota; Dr. Joan Lombardi, Project Director, Head Start Silver Ribbon Panel, Alexandria, Virginia; Ms. Eugenia Boggus, President, National Head Start Association, Pittsburgh, Pennsylvania; and Ms. Mary Jane Bevins, Director, Child and Family Development Program, Huntington, West Virginia.

STATEMENTS OF JAMES J. RENIER, CHAIRMAN AND CHIEF EXECUTIVE OFFICER, HONEYWELL, INCORPORATED; JOAN LOMBARDI, PROJECT DIRECTOR, HEAD START SILVER RIBBON PANEL, ALEXANDRIA, VIRGINIA; EUGENIA BOGGUS, PRESIDENT, NATIONAL HEAD START ASSOCIATION, PITTSBURGH, PENNSYLVANIA; AND MARY JANE BEVINS, DIRECTOR, CHILD AND FAMILY DEVELOPMENT PROGRAM, HUNTINGTON, WEST VIRGINIA

Mr. KILDEE. And Nick, if you want to start off. Nick and I came to the Congress together and he has been a regular, strong enthusiastic supporter of the program.

Mr. RAHALL. Thank you very much, Chairman Kildee. I appreciate this opportunity to be before your subcommittee this morning.

I have watched your work for the 14 years we have been in Congress together now in this area, and I commend you for the compassion and the dedication and the commitment that you have given to this. These hearings are very timely. It is indeed my pleasure to serve on the Full Education and Labor Committee as a temporary member, and see the work that you do, not only in the Head Start program, but many other priority issues, child care especially, that affect our children across this nation.

I do have the honor this morning to introduce an individual from my district that is very much involved with the Head Start program, Ms. Mary Jane Bevins, who will be testifying on the reauthorization of the program. Mary Jane has been with Head Start almost since its inception, more than 25 years ago. As a matter of fact, West Virginia was one of the two states, the other as you know being Mississippi, that pioneered a Head Start program when it was first being implemented, because other states were more than a little wary of it.

That was in the days before the funding had been enacted and the early guidelines for establishing and operating these unprecedented new programs were not very clear at that time. But as I understand the history of the Head Start program in West Virginia, it was not only pioneered in our state, but the very first one was started in Mingo County, part of the district I have the honor of representing.

Mary Jane was also at the heart of the West Virginia Head Start program, where she has remained over the years as a dedicated and a devoted servant to the eligible children and the involved parents in our state. I have had the opportunity to witness firsthand her facilities and to see the dedication of Mary Jane and her excellent staff in meeting the goals of this vital program. Needless to

say, she has an institutional memory, that I am sure she will share with the subcommittee this morning, of the Head Start program from its inception, not only locally, but nationally.

She will provide us with ammunition, facts, and figures on what children are and are not being served, and she will be able to expertly justify our call for full funding of this proven, successful Head Start program. I might add also that Mary Jane has the distinction of operating a birth to three-year-old Head Start program in West Virginia, one of only 36 in the Nation. I find this intriguing, and I know that she will focus on this during her testimony. I think this fits very well under our new child care program, Mr. Chairman, involving Head Start for infants and toddlers, and I look forward to its perhaps being a ready model when we get H.R. 3 enacted.

So I conclude by thanking you for this opportunity to present to the subcommittee a very important individual in the Head Start program, a very valued constituent of mine, and an individual that will have a great deal of expertise to share with the subcommittee, Ms. Mary Jane Bevins from Huntington, West Virginia.

Mr. KILDEE. Thank you. We appreciate that very much, and with that, why don't we let her start first.

Ms. BEVINS. First of all, Mr. Chairman, I would like to thank you and the committee for this opportunity, and I would also like to thank Nick for all of his glowing words, he is also a good friend and a very, very good friend of Head Start. Almost on a biweekly or bimonthly basis I get a status report on all the legislation affecting children and families out of his office. I don't even have to write for them, it automatically comes.

But it has been a good working relationship, and as he said, one of the things that we have tried to do is to make him aware of the program, and if you could have seen him at a balloon sendoff for the celebration about two years ago, you couldn't tell whether he was a Head Start child or a Congressman.

Mr. KILDEE. With enthusiasm.

Ms. BEVINS. Right. The enthusiasm was there, and he was right in the middle of the children, and of course his picture ended up in the newsletter as such.

My purpose here today and the reason I was asked to testify is primarily because of the birth to three program, and I attended the Senate hearing yesterday afternoon, just to get a feel for what I might be expecting today since this is my first time before a congressional committee, and it was interesting as I listened yesterday and as I listened today, and I was very pleased to see the interest of the legislators for not losing the fact that there are three-year-olds in Head Start.

But I am here today to tell you that Head Start needs to start earlier than three. My experience with Head Start, as Congressman Rahall pointed out to you, spans 25 years. I started with full year Head Start and then I came to work in Huntington in 1970 as director of a parent and child center program. And then was when I found out that is where it is. The earlier that we can begin to work with low-income parents and their children, and I am saying that when I say earlier, and we say zero, I am saying focusing on that pregnant mother.

One of the things that we found over the years is that if we can find a pregnant mother and get them entered into a health care system for good prenatal care, get them involved in a program so that there is good nutrition for that pregnant mother, and then later follow through with WIC with those younger children, then we found that we are going to have healthier children. We are going to have fewer infant deaths, we are going to have healthier children and hopefully fewer birth defects as a result of poor nutrition, et cetera.

One of the things I was interested in hearing Mr. Kildee say today is something that we are finding. The families that we are working with in West Virginia today are a lot different from the families we worked with in 1970. West Virginia, as you know, is right in the middle of the Bible Belt, and the religious fervor runs high in the rural areas, and our parent and child centers are located in two rural areas.

I never thought I would live to see a day, since I was really reared in eastern Kentucky, about two hours from where I work in West Virginia, and in the same type of mountainous area, I never thought I would live to see the day when I would see a drug problem in our rural areas, but the drug problem is there. We do have babies who have been born addicts. We have, not only that, we are seeing a totally different type of family now that we are working with, because we are working with families that we basically call new poor.

Because I don't have to tell you what the unemployment rate is in West Virginia. You know, it is national news. I don't have to tell you what the financial situation of our state is at this point. That is also national news. But we are finding that we have families who have been gainfully employed for years who are finding themselves at the mercy of the system.

We have families that never dreamed they would be receiving public assistance who are. We have families that never thought they would need food stamps who are using food stamps, and we are finding families who are finding themselves in a situation where they may lose their homes, they have probably already lost their automobiles, because they are not employed.

Mining was a big industry in West Virginia, and I don't have to tell you that there are a lot of unemployed miners, and particularly in two of the rural counties in which our program operates.

Mr. KILDEE. I know at one time you sent some of your very, very good people up to Michigan to work in automobile factories, but those jobs aren't there.

Ms. BEVINS. I would say that. There are a lot of people out, especially in the two rural counties that I am talking about where our parent and child services are, who did go to Michigan to work, and many of them are back. They were laid off, and not only Michigan, but Ohio, and we find that they are coming home, and housing in the rural areas is a real problem.

We found a family about four years ago, we found a family of six living in a school bus, and fortunately we were able to try to get better housing for them, but better housing in the rural areas may still mean substandard housing. Two years ago we found a family,

a mother and four children living in a root cellar of a house, and you may have seen that on CNN news.

CNN did pick up on that as a part of the homeless plight, and as a result of that CNN coverage, this family has an anonymous benefactor from Atlanta, Georgia who purchased a piece of land, put a mobile home on it, a double mobile home, and is now paying for this mother to get an education, and paying babysitting services. He is really making an investment in this family, and he has not only been working with that family, but he has identified some other families through our local community agency, so that we are getting some real help from some people who really care, and there are people who do care.

One of the things in the parent and child centers that we have found, and when I say PCC it is a PCC/Head Start combination, is that the pregnant mother can come in and be in that program until the child goes into kindergarten, and the kindergarten teachers definitely tell us they can always tell a child who has been through PCC. Not only that, the parents are more involved in the schools, and Lazar's research on Head Start pointed that out, that the more actively involved a parent is in the education of their child, the more significant education gains that child is going to make in school, and that follows through.

And that may be an answer to the kinds of things that we are seeing happen, where Head Start results are sometimes lost by third grade. One of the things that you will find with parent and child centers is that parents and children come to a center together, and during the time that they are there, half of that time is spent with the parent interacting with their own children under the guidance of an education staff, in the classroom, and the activities that they are doing with their children are based on their developmental assessment and where those particular needs are for that child.

The other part of that day is spent in some type of training or education. Education in nutrition, food management, budgeting, health care, not only health care for children, but right now, West Virginia cancer statistics are very high, and we are working on a project with the Washington University Medical School and the West Virginia Cancer Society, where Head Start parent and child center mothers are going to get free screenings for colon cancer and for breast cancer. So because of this, you know, we are doing some education on cancer centers.

We have also had to do a lot of parent education on drug abuse and alcohol abuse. We see quite a bit of this in some of our families, and also, over the last five years, we have seen a major outbreak of child abuse cases. Many more in West Virginia than even years ago where the favorite expression of course with the religious fervor is "Spare the rod and spoil the child."

But we are finding now that there are so many pressures on families from other sources, being unemployed, not being able to cope with situations, we have got younger mothers who are finding it difficult to be parents. And they need so much help. They need the kind of things that will enhance their parenting skills.

For instance, in the centers, the pregnant mothers come to the center while they are pregnant and they go into the nursery where

the infants are and they interact with those infants and they observe other parents working with their infants, and they also observe the staff working with the infants, and they learn to change diapers, they learn to hold babies and feed them. They learn the kinds of stimulation things that they can do with their children to enhance their development.

Another important aspect I think of the program is that over the years, we have seen so many parents go on with their GEDs, we have seen parents go on into some type of special training. We have beauticians in the area who are former parents. We have LPNs in the area who are former parents, and we also have in public school teachers who are former parents, who have gone on with Basic Education grants and with training, and then too in our total program, and to give you the scope of our program, we serve 576 children in four counties.

100 of those are from birth to three. Last year we had 37 parents get their GED. That doesn't sound like much, but we still have parents working on GED. We also have the Literacy Council working in all of our centers with parent groups, and in fact that was so effective this year that the Literacy Council has submitted a proposal to develop a series of sessions that they will do with our Head Start parent and child centers next year, beginning in September, because we do have a number of parents who do not read or write well, or do not read or write at all.

So the centers are concentrating on trying to develop a family. We are not concentrating on just a child, but it is a parent and child. Where parent and child come together, they learn together, and one of the things that I have found over the years is that as parents develop, so do children, and they develop much better than they would have if there was not participation of parent development.

And we had a study done in our program several years ago, Dr. Immel Chester and Dr. Robert Cagen from the University of Florida did a research study in our program on parents as teachers, and one of the things that they found was that the higher the parent scored on that parent as teacher test, the more significant gains were shown during that year in the child's development.

So parents and children together I feel is where it all is in terms of promoting a program that is going to ensure better family life, strengthen the family unit, promote better education and reduce the dropout rate. PCCs came about as a result of first-year Head Start. In 1965 when Head Start first started, they found that five was too late for many of our low-income children. They had severe health problems, they had handicaps, they had severe developmental delays, and so they knew that five was too late to get that child, and so President Johnson appointed a task force to work on an answer to that.

In 1967 he came before the Congress to ask for funding for a demonstration parent and child center program. We started as a demonstration program, 36 programs in 1967 with block grants, in the fall of 1967. Here we are later, in 1990, we are still—no, I think we are 37 programs now, there is one added. We are 37 programs now at a time when the need is much, much greater.

So I would like to address a couple of things if I may. One of the things in my testimony, and I will apologize, my written testimony is rather brief, but I did attach a lot of news articles showing the historical things that had happened. There are rural health clinics in two, those two communities where PCCs are, and they were a result of a lot of work with our legislators in Washington, and National Health Services Corps, and some commissions, but there are two health clinics there that were not there at that time. That was a result of a need for services. In that clinic are dental services and medical services.

Over the years we have been fortunate to have Save the Children Federation involved in our program. As a result of their efforts, we have a lot of things going on in those communities that would not have been there before, the least of which will take place in the next two months, thanks to a benefactor in Philadelphia who gave money to Save the Children in their involvement with our program, in that Harts community in Lincoln County, a new $200,000 facility is going in for a birth to five program called Harts Parent and Child Center, and we are happy, because it is very difficult to find good facilities in rural areas.

But as a result, we will be having a groundbreaking before too long to begin the construction on that center, and hopefully in September it will be opened, and I would invite any of you and all of you to come and visit us at that time, or you come anyway, but if you want to see our new building, you can come then.

I want to also point out to you, I have to talk a little bit about Head Start, but to show you—tell you a story about Head Start. In a high school in Lincoln County, eight out of the last ten valedictorians of the high school have been Head Start graduates. So that goes along with some of the other things that you are going to hear about the success of Head Start. And the other thing is that a number of our staff, probably about I would say 47 percent of our staff are former Head Start parents.

And we have lost a lot of them. Our salaries are low, very low compared to the board of education and other programs in our area. But we train people well. But many of them end up in the public schools. Our teachers sometimes end up in public schools as teacher aides because they can make more money as teacher aides in the public school than they can make as a teacher in Head Start.

We had, thanks to a social work program and a grandfather clause, because of the program we had had for what we call our family services workers and social workers, we were able to get 18 of our family service workers certified with state social work licenses. We have lost five of those total to the local welfare departments and social workers, because they can start $600 more on the month than they can with us in Head Start.

So we are losing. We are training people well, but we are losing a lot of them, because of their need for more money, and I can't blame them.

We also operate an 8½ month program. We had to cut back because of inflation and a lack of funding. So I can't offer 12 months, I can't even offer them 10 months, but we are losing them. Fortunately we do have staff who are still committed and who do stay with us, but it does hurt to lose good people in Head Start. We don't want to do that.

So I fully support your efforts to put monies into compensation for Head Start staff. I have probably taken up enough time.

[The prepared statement of Mary Jane Bevins follows:]

CHILD AND FAMILY DEVELOPMENT PROGRAM

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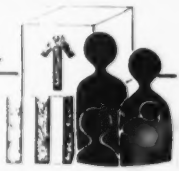

Testimony for Committee on Education and Labor
U.S. House of Representatives
March 2, 1990

This prepared testimony is compiled in two parts. The first part gives a historical overview of the Parent and Child Center Program and its evolution. The second section outlines the actual operation of the Head Start/Parent and Child Center Program by Southwestern Community Action Council, Inc. in Huntington, West Virginia.

Part I: Parent and Child Centers: A Historical Perspective:

The history of the Parent and Child Centers spans a period of time from 1968 to the present, starting with the establishment and efforts of two Task Forces convened in 1966 as a result of a growing concern with early childhood education and its impact on young children. One Task Force was the DHEW Task Force on Early Childhood Development which focused on reviewing DHEW's role in relation to child development. The second, a White House Task Force on Early Childhood, was convened in the fall of 1966 at the request of President Lyndon Johnson, and after its deliberation, submitted a final report, entitled a Bill of Rights for Children, to the White House in December, 1966.

With these recommendations the President addressed Congress in February, 1967 and requested the development of a number of programs for economically disadvantaged families with children 0-3 years of age to be called Parent and Child Centers (PCC). The PCC program was established within the Office of Economic Opportunity until 1969 when Project Head Start was placed in the newly created Office of Child Development (ACYF) within DHEW. The PCC's were funded and monitored from the national office until 1975 at which time the centers were given to their respective regional offices for funding and monitoring.

Initially some 36 communities, both urban and rural were selected to develop a PCC program, each being provided with a $10,000 planning grant beginning in July, 1967.

One of the outstanding features of the planning process for each program included the strong involvement of community residents. This was an actual and legitimate process which not only involved local community residents, who were usually leaders, but it included potential program participating parents, some of whom were expecting a new child, or others who already had very young infants. Because of this community involvement in planning, each PCC program developed in such a way that the program format was designed to reflect the overall interests, ethnicity and needs of the families living in a given community. This accounts for the uniqueness of each PCC.

The general focus of the PCC program is to provide comprehensive services for economically disadvantaged families which had one or more children under the ages of three, with the primary goals being to improve the overall developmental progress of the child, with special emphasis on the prevention of deficits in the child's health, intellectual, social and emotional development; to increase the parents' knowledge of their own children's development, assisting them to be more effective parents and teachers of their children; to strengthen the family unit and functioning by involving all family members in the program, and to create in parents an increased awareness of their community.

Parent and Child Centers did not just happen - they did not develop in a vacuum nor do they represent just another in a series of anti-poverty programs whose goals or objectives are perfunctory in nature. These federally funded programs evolved at a time when interest in preschool education reached a peak in our country. Since their conception in 1968 the Parent and Child Centers have been clearly established as a major intervention strategy into the complex multifaced problems of poverty.

It is very important to keep in mind what those authorities associated with Head Start programs discovered about many of the children aged 3-5 who were coming to their programs across the nation--children from various cultures and different races. It became evident that large numbers of the these children, even at the age of three, were known to be suffering from developmental deficiencies, deficiencies in nutrition, health, language usage, mental acuity and the like. It also became evident that it was unreasonable to expect any Head Start program, no matter how effective, to be able to correct those deficiencies in the period of time before the child entered public school.

These factors led to the conclusion that earlier intervention into the life of the poverty stricken child was indicated if any meaningful impact was to be made or if emphasis was to be placed on preventing deficits from occurring, rather than attempting to treat them.

Currently, there are 36 grantees responsible for the operation of 36 Parent and Child Centers, representing 24 urban sites and 12 rural sites. These programs (PCC's) are serving 6,300 local children, 0-3 years of age, through a variety of options: center-based, home-based, a combination of centers and home-based and other locally designed options. Each PCC has been specifically designed to meet the needs of the area it serves. Although the 36 PCC's are uniquely different in character, each has the responsibility for meeting the primary goals of PCC by providing:

(1) Activities for infants and toddlers designed to stimulate their cognitive, emotional, and physical development to the maximum potential;

(2) Opportunities for parents to understand the stages of early child development and the importance of their own role during this time;

(3) Comprehensive health care for the young child and his/her family and education in family health matters for the parents;

(4) Early and intensive attention to pregnant mothers' nutrition needs and counseling, as well as prevention of nutrition related deficits caused during pregnancy, focusing on good pre-natal care;

(5) Social services for the entire family with emphasis on helping families identify and use available resources; and,

(6) Assistance to parents in overcoming economic and personal problems in order that they may be freer to function as parents.

As in Head Start, PCC parents serve as members of a Policy Council at the grantee level and/or a Policy Committee at the delegate agency level, and are involved in making decisions regarding program policies, budget, work plans, and hiring and firing of personnel. They also participate in center parent committees. PCC's emphasize parent development as well as child development, believing that "as parents develop, better child development will result".

Research conducted in recent years points to the need for earlier intervention with young children. Teen-age mothers need education in parenting skills. Low-income families need help in coping with the stress of everyday living and finding resources to meet family needs. Experience has shown that the PCC approach, being more than just an early intervention program for young children, represents a new learning experience for the families served - one which focuses on humanism, on alternative methods

of child-rearing, on family life education, and the values of human development. The effects of the FCC approach have been seen and recognized in 16 communities throughout the United States for the past 10 years.

A recent study contracted by ACYF points to the need for, and the effectiveness of, the FCC's. With all this in mind, now is the time for the FCC effort to be enlarged to encompass not just 16 communities but every needy community throughout the United States.

Part II: Southwestern Community Action Council, Inc.'s Child and Family Development Program (Parent and Child Centers/Head Start Centers), Huntington, West Virginia

Southwestern Community Action Council, Inc. (SCAC) has operated a full-year Head Start program since 1967 and a Parent and Child Center (PCC) program since 1968. In 1976, Head Start and PCC were merged as the Child and Family Development Program (CFDP), retaining the uniqueness of both merged programs.

Southwestern Community Action Council, Inc. through our Head Start funded Child and Family Development Program provides integrated and continous supportive services for pregnant mothers, infants, toddlers and pre-schoolers from low income families and provides support for family members. The objectives of the program are to:

1. Recruit and identify 180 children, ages 0-3 (including pregnant mothers) and 456 children, ages 3-5 for enrollment in the Parent and Child Centers and the Head Start Centers.

2. Provide comprehensive pre-natal care and education for the pregnant mothers through both referrals and direct services.

3. Provide a comprehensive health program for infants, toddlers and pre-schoolers which will prevent and overcome deficits in physical, dental and emotional health, by coordinating and using all available resources.

4. Provide an effective infant, toddler, pre-schooler curriculum which allows each child to develop his/her potential - socially, physically, emotionally, and intellectually and meets individual needs in these areas.

5. Provide parent training/education in health, nutrition, child development, home-management, home-making, and consumer education which will enable parents to gain home-making and parenting skills, and self-confidence, which will strengthen their family life.

6. Coordinate efforts with all human services agencies to meet the needs of program families and improve the delivery system of services.

7. Involve parents to the maximum extent possible in all components of the program and keep them informed regarding program activities through meetings, correspondence, and a parent newsletter.

8. Provide training programs for staff which are based on identified needs and will enable staff to become more proficient in their jobs.

9. Identify strengths and weaknesses of the program through on-going evaluation by staff and parents.

10. Administer program funds cost-effectively, making the best possible use of all skills and abilities of staff and volunteers in planning and providing services to the community which will encourage the highest level of self-development for the individual child and his/her family.

11. Develop appropriate activities and services for children with special needs and provide a support system for their parents.

12. Enhance the economic and social self-sufficiency of parents and other adult family members through training and employment counseling, utilizing all available job training and education employment opportunities.

We currently operate a high quality Child and Family Development Program, Head Start and Parent and Child Centers, which is funded to serve 576 children in a four-county area. Three of these counties are rural, one is urban and rural. We have 22 foster grandparents who work in our centers with handicapped children and are paid by the State Department of Health. We also have auxiliary staff in the centers through the Department of Human Services, New Employment for Women, Inc., and the Senior Community Services Program.

We have an on-going contract for mental health services for the Head Start and Parent and Child Centers with the Department of Counseling and Rehabilitation at Marshall University, Huntington. The Speech and Hearing Clinic at Marshall University provides therapy for Head Start children with more severe speech problems which require intensive treatment. We have a contract with the Huntington Developmental Therapy Center for physical and occupational therapy for enrolled children requiring their services. Fourteen (14) dentists in our four-county area provide dental screening for enrolled children as an in-kind service. We utilize EPSDT clinics in the Cabell and Wayne County Health Departments and the Marshall University Medical School. The Special Education Department at Marshall University provides training and technical assistance for CFDP staff working with handicapped children. Representatives from all of these agencies/services serve as members of our Health Services Advisory Committee.

We employ a full-time Nutrition Services Coordinator (Home Economics Degree); two full-time registered nurses who coordinate health services throughout the four-counties (each is assigned two counties); a full-time Handicapped Services Coordinator (Master's Degree); a full-time Head Start Centers' Coordinator (B.A. Degree), a full-time Parent and Child Centers'/Project H.E.A.R.T. Coordinator (Master's Degree); a full-time Training/CDA Coordinator (B.A. Degree), and a full-time Education Supervisor (B.A. Degree). Length of experience in Head Start program extends from two to twenty-five years. The CFDP Director has twenty-five years experience with Head Start programs as does the Training/CDA Coordinator.

The county boards of education in West Virginia were mandated by legislation to begin serving four-year-old severely handicapped children by September, 1986, and three-year-olds by September, 1987. We work cooperatively within our four-county area to coordinate efforts in serving these children. Wayne, Lincoln, Mason and Cabell counties schedule times for the speech, language and hearing screening for our CFDP children and provide follow-up speech therapy services for children diagnosed as needing same. The counties also provide services for CFDP children meeting the state criteria for severely impaired and handicapped. Members of the CFDP staff sit on the Cabell County Pre-School Handicapped Interagency Council, the Pre-School Autism Advisory Council, the Developmental Therapy, Inc. Board of Directors, the State Foster Grandparent Advisory Committee, the State Child Nutrition Advisory Council, the Regional Advisory Council to the Governor's Task Force on Children, Youth and Families, the Marshall University Home Economics Department Advisory Committee, the local Food Bank Board of Directors, and attend many interagency coordination meetings at both the local and state level. The CFDP Director is a member of the Region III Head Start Advisory Council for the federal Region III Office in Philadelphia and the Parent and Child Center Task Force at the national Head Start office.

The Child and Family Development Program has a computerized record-keeping system. We have an IBM PC/Dual Floppy 5468; and a Data South 180 Printer. We currently are using the Head Start F/A/C/T/S system and will be using the F/A/C/T/S++ system beginning in August, 1990. We also have a modem which allows us to communicate through the Head Start BBS at the University of Maryland.

Southwestern is currently serving 576 children in the four-county area through our Head Start and Parent and Child centers. Only 100 children are served in the PCC's. The need for more early child intervention programs is evident. We provide the only comprehensive program for low-income families with children, ages 0-3 in the four-county area.

Eligible families are located at a reasonable distance to all service providing agencies, based on a "reasonable" distance for rural areas. Transportation, one of the greatest problems for families living in our rural counties, must be provided in order to enroll the most needy families in the program.

Three of the counties being served are primarily rural, with Lincoln County being 100% rural. The City of Huntington is located in Cabell County which is 29.9% rural.

In these counties 2,522 women (pregnant or nursing) were eligible for WIC services in 1988; 3,117 infants were eligible. There were 412 births to teenagers in these four counties, five of which were ages 10-14. The percentage of mothers not receiving 1st trimester care from 1982-86 was 27.4% in Mason County, 23.6% in Cabell County, 32.1% in Lincoln County and 22.8% in Wayne County.

Teenage pregnancy is a very real problem in our four-county area. The percentage of live births to teenagers for 1987 was 19.6% in Mason County, 17.4% in Cabell County, 18.5% in Wayne County and 25.1% in Lincoln County.

Pregnancy and motherhood, bring about physical and emotional changes for women. Confusion, fear and dependency are just a few of the feelings they may temporarily experience. With low-income parents, we have found that many of them are shy and withdrawn, are fearful of "outsiders", are experiencing stressful life situations (lack of employment, inadequate income, coping with children, fear of parenthood), etc. Many have poor nutrition and other health problems with which to cope which adds another situation for stress. Many are not aware of the needs of their bodies to insure health babies. We expect that, through our Parent and Child Centers, pre-natal care will begin earlier, pregnant mothers and mothers of new babies will be more confident in their abilities to care for themselves and their children, infant mortality will be decreased, newborn babies will be healthier and fewer babies will be born with birth defects.

As a result of involvement in the Parent and Child Centers and Head Start Centers it is expected that many parents and adult family members will graduate from high school (teenagers) and/or receive their GED certificate. It is anticipated that, through counseling and training, a number of participants will enter job training programs to enhance their employability skills.

Families in the rural areas have easier access to needed services as a result of the available transportation provided for in our programs. Parents are more involved in education and training activities as a result of having available transportation.

Parents improve their parenting skills as a result of being involved in the Parent and Child Centers. Their children show developmental progress as a result of the early intervention program. As a result of the comprehensive health program for infants and toddlers, any problems identified can be treated earlier, and special needs children can begin needed services at a much earlier age.

We have well-trained staff who are knowledgeable of the families with which they work and the resources available to these families. We see a "trusting" relationship between staff and families which fosters more independency in family members and strengthens the family as a whole.

As a result of the Family Needs Assessment completed on each enrolled family we are able to identify major problems of low-income families in our target areas. This data is used to support efforts for needed programs and services for young children and their families. For example, in 1971, the SCAC Parent and Child Center program was chosen as one of seven PCC's to implement a Child Advocacy Project. The focus of our project was child health. As a result of this project, two health clinics were developed in two rural areas served by PCC. The clinics are still in operation, one is community operated and the other is privately owned. See attachments for additional information on the development of these two critically needed health clinics.

Southwestern operates Parent and Child Centers in Lincoln, Wayne and Cabell Counties. The PCC's act as the central coordinating site through which enrolled families are connected with needed services. Services for parents and children and other family members are provided in accordance with the draft "Head Start Objectives, Performance Standards and Guidance for Programs Serving Infants, Toddlers and Pregnant Women". When an enrolled child reaches the age of three, he/she enters a Head Start center. In Wayne and Lincoln Counties, the Head Start and PCC are in the same facility.

In the Parent and Child Centers, each family, parent and child(ren), attend the center two days each week, 4½ hours each day. One half of the day, the parent is interacting with her own child in the classroom under the guidance and supervision of the center education staff. The remaining time in each day, the parent is involved in education/training sessions, to be provided, or arranged, by the PCC Education Specialists and the Parent and Child Center/Project H.E.A.R.T. Coordinator.

Referral to education and vocational training will be handled by the CFDP Training/CDA Coordinator. Adult Basic Education classes are offered in all four counties and we provide the funds to pay the fees for GED testing. In Lincoln and Wayne counties, ABE classes are taught at our Parent and Child Centers.

Health care is arranged for pregnant mothers and infants as noted earlier. The objective: to link the family to a health service which can provide continuity in health care. For the infants and other siblings in the family the EPSDT and PHS clinics are utilized. Nutritional assistance is provided through the WIC program, the area Food Bank and the Food Stamp Program. Families are informed of all available resources for health care and nutritional assistance and every effort made to meet their needs in these areas.

Housing for low-income families is a problem which plagues the rural areas and is also inadequate in the City of Huntington. In the rural areas, many low-income families live in substandard housing. During this past year, we discovered a mother with four children living in a root cellar in Lincoln County. This family was featured in a CNN broadcast and a benefactor from Atlanta, who chooses to be anonymous, arranged for this family to have a new modular home and also is paying for the mother's education and child care services. Would that we had many more benefactors such as this!! We will continue to advocate for more public housing for low-income families in the rural areas and in the City of Huntington. In Huntington, we can refer families to the Housing Authority, but in many cases they must be placed on a waiting list. However, we have had some success in finding housing for families, especially in emergency situations. We refer families to HUD for the rent assistance program. We have had more success in obtaining housing through HUD assistance than through public housing. Our agency has been actively involved in seeking additional housing units in our rural counties and will continue these efforts. We also work very closely with the Information and Referral Office in Huntington (serves Cabell and Wayne Counties) in the housing area as well as other available services.

When the enrolled children reach the age of five, they enter public kindergarten. This transition is made smoothly due to our excellent working relationship with the public schools in our four-county area. Head Start children entering kindergarten in the fall are pre-enrolled in the spring. The children and their parents visit the school, meet the kindergarten teacher, visit in the classroom and usually receive a snack in the school cafeteria where they meet the principal. Handicapped children in Head Start are "placement ready" and placement meetings are held during the summer so there is no gap in services. With parental consent, the child's records are forwarded to the receiving school.

Southwestern Currently operates a 1.6 million dollar Head Start grant. 80% of the education staff in the program have their (CDA) Child Development Associate credential or degrees in Early Childhood Education. 60% of the family Services Workers have a State Social Work License which was renewed in January, 1989. These accomplishments were made possible through a very comprehensive training program which is provided for the staff in our Head Start funded program. Two of our PCC staff were involved in the field test for the Infant/Toddler CDA. The CFDP Director, the Training/CDA Coordinator, the Head Start Centers' Coordinator, and the Family Services/Parent Coordinator have served on numerous Consolidated Management Reviews for Head Start programs in Region III and Region V. They have also provided training for other programs in the same regions, as well as Region IV.

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Additional materials received on Subsidiaries Files.

Mr. KILDEE. Thank you very much for your testimony. I appreciate it very, very much.

Our next witness, Dr. James J. Renier, Chairman, CEO, Honeywell Corporation.

You have great credentials in your corporation and social conscience. Bruce Vento told me this morning, he said this guy is for real; so we are happy to have you here.

Mr. RENIER. Well, thank you. I definitely want to thank you for this opportunity to lend my support to the Head Start program as this committee considers its reauthorization. I appear both as the chairman and chief executive officer of Honeywell and as a trustee for the Committee on Economic Development or CED, and chairman of the CED subcommittee on education and child development.

I am also chairman of the communitywide project in Minneapolis, which brings together government, social organizations and business in an early childhood development program called "Success by 6." In addition, I am working with the governor of Minnesota on the business round table program for educational reform. A copy of my statement detailing data and recommendations has been filed with the subcommittee. I have also submitted for the record two CED reports, which I have here, and I am sure you are familiar with them, "Investing in our Children," and "Children in Need."

Mr. KILDEE. Without objection, they will be made part of the committee file.

[The information is retained in subcommittee files.]

Mr. RENIER. They document a real distressing poverty syndrome. One of every five children under the age of 18, and one in every four children under the age of six, lives in poverty. Children are seven times more likely to be poor than those over the age of 65.

Both black and Hispanic children are nearly three times as likely as white children to live in poverty. Over half of all black children and one third of Hispanic children live with a mother who has never married, and the dropout rate for children of single parents is twice as high as for those in households with two parents. Fewer than 50 percent of teenage mothers today graduate from high school.

These statistics reveal a terrible waste of human potential that threatens our nation's economy, because remaining competitive will require the talents of all of our people.

My company, Honeywell, is an international control company. We design, manufacture and market products, systems and services for homes and buildings, business and industry, and space and aviation. We closed 1989 with worldwide sales in excess of $6 billion for continuing operations, and we have 65,000 or so employees.

Like every company in America, we have to perform well in an increasingly competitive global economy driven by rapid technological advance. That means we need an increasingly smarter work force. The Department of Labor tells us that the median education required in industry today is 12.8 years of schooling, and in ten years from now it will be 13.5 years. Yet today, about 25 percent of American kids drop out of high school. And almost that many who do graduate are what is called functionally illiterate.

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We cannot expect to maintain a strong and competitive industrial system when educational requirements are going up, while the figures for attainment are going down. The consequences of deteriorating education are tangible and they are very visible. Real wages of high school graduates have declined more than 10 percent since 1975, and wages of dropouts even more. We cannot long compete against Japan and the other highly educated Asians and Europeans if our work force is not prepared to compete.

A couple of years ago a mid-sized manufacturing company in Florida estimated that it could save $6000 per year per employee if all their employees were masters of simply basic reading and math skills. Our ability to compete will soar if every American worker could improve productivity by $6000.

At the beginning of the century we had the best educated workers in the world. With new technology they outproduced the world, even when the technologies were developed by others. But soon other countries may outproduce us, because today they are outeducating us. American school kids at the age of 14 ranked 14th out of 17 countries in knowledge of basic science in a recent international study. In chemistry, only one other country scored as low as the United States, and in physics, American students ranked 10th. In mathematics, American 13-year-olds came in last, and according to one report, they were far more content with their performance than those who ranked first, South Korean students.

To business people, these figures are alarming, and they should concern all Americans, because the industrial process, using our heads to turn raw materials into real wealth, determines really our standard of living. The CED has demonstrated I think clearly what we must do.

First we must intervene as early as possible in the lives of disadvantaged children in order to prevent failure before it happens. Then we must sustain that intervention to keep early successes from being overtaken by the poverty, crime and chaos in their lives. Finally, we must restructure our public education system so that it delivers quality education for all children.

CED's research shows Head Start has been and can continue to be one of the most important weapons in this war against poverty and ignorance. Our goal is the full funding necessary to provide Head Start pre-kindergarten education for all eligible, at least three, four, and five-year-olds. We are greatly encouraged that the National Governors' Association has endorsed President Bush's program with the specific objective that all disadvantaged children will have access to high quality preschool programs, and children will receive, and I am quoting from this, the additional "nutrition and health care needed to arrive at school with healthy minds and healthy bodies."

The $500 million increase for Head Start proposed by President Bush for fiscal year 1991 is a critically important expression of this leadership. But we are concerned that the funds will be restricted to additional half-day slots for four-year-olds. It is imperative in rewriting the authorizing legislation to earmark funds that will extend Head Start and improve its quality. Families need physical and mental health services, full-day child care, continued education

and training for parents—many of them are children themselves, dependent, and very much alone.

Because of the critical need, state and local governments are developing programs of their own. Some are modeled on Head Start, but others do not meet the needs of families in poverty. The Federal Government should encourage states and cities to work with Head Start in their area, expanding service with supplemental funding.

I would like to conclude with this thought. The business people and educators of the CED believe that if we fail to nurture and educate all of our children, we will close the doors of the future to the growing number of young people who today are excluded from the mainstream of this society. The cost of failure here is enormous. At stake is the survival of our entire free enterprise economy, our democratic system, and the American dream itself.

Thank you.

[The prepared statement of James J. Renier follows:]

For Release on Delivery
March 2, 1990

Testimony

of

James J. Renier
Chairman and Chief Executive Officer
Honeywell, Inc.

and

Chairman, Subcommittee on Education and Child Development
The Committee for Economic Development

on

Head Start

before

House Education and Labor Committee
Subcommittee on Human Resources

Friday, March 2, 1990
10:00 a.m.

Mr. Chairman:

I am pleased to have the opportunity today to comment on the reauthorization of Head Start. Because 1990 is Head Start's silver anniversary, I can think of no better time to assess what the program has accomplished in its first 25 years and explore how it can be strengthened and improved to meet the changing needs of a growing population of poor children.

I will be commenting on this issue both as Chairman and Chief Executive Officer of Honeywell, Inc., and as a trustee of the Committee for Economic Development (CED) and chairman of its Subcommittee on Education and Child Development. My remarks will also stem from my special vantage point as chairman of a unique community-wide project in Minneapolis, called "Success by 6", which is focusing public and private sector resources on improving the early development and school readiness of our city's youngest children.

CED is a national organization of 250 top business leaders and university presidents who are deeply concerned with the long-term strength and stability of the U.S. economy. Over eight years ago, CED identified education as a key -- if not the key -- investment strategy for improving the nation's productivity and competitiveness. We produced two reports, Investing in Our Children and Children in Need, which together outlined a comprehensive and coordinated strategy for improving the way our nation's children are prepared to succeed in school and in life.

I would like to submit copies of these two reports into the record.

The trustees of CED believe that developing more productive human resources is the single most important long-range issue our nation must grapple with in order to regain and sustain its national competitiveness. All the technology and natural resources at our disposal will count for little without the human intelligence and imagination to put them to work.

But when we look at the new generation growing up, we're worried. Up to half of the children now coming through the public education system will not develop the learning skills essential to contribute to our economic system and participate in its benefits.

Much of this failure occurs among the nation's poorest children. The facts are distressing:

One of every five children under the age of 18 and one in every four children under the age of six lives in poverty.

Children are seven times more likely to be poor than those over the age of 65.

Both Black and Hispanic children are nearly three times as likely as white children to live in poverty.

Over half of all Black children and one-third of Hispanic children live with a mother who has never married. And the dropout rate for children of single parents is twice as high as for those in households with two parents.

Fewer than 50 percent of teenage mothers graduate from High School. At the same time, fifty percent of all welfare expenditures go to families in which the mother began her parenting as a teenager.

These statistics reveal a horrible waste of human potential that if left unchecked will undermine our nation's economy and rend our society. If we are to remain competitive and continue to enjoy a reasonable standard of living, we must tap the talents of all our people.

The members of this committee must face the issue as representatives of every segment of their constituencies, seeking answers that benefit all Americans. And I hope I am able to see this subject, not just as a businessman, but with a broader social perspective. But I believe I can contribute best in the area I know best, the business frame of reference.

My company, Honeywell, is an international control company. We design manufacture and market products, systems and services for homes and buildings, business and industry, space

and aviation. We closed 1989 with worldwide sales of $6.059 billion for continuing operations and 65,300 employees. Like every company in America, we have to perform well in an increasingly competitive global economy driven by rapid technological advances.

Performance depends on our ability to find, hire and retain new workers who are not only verbally and mathematically literate -- with analytical ability and disciplined work habits -- but who are also able to learn, and learn quickly enough to keep up with technology. For this reason, my company agrees with the Committee for Economic Development that the educational shortfall in the workforce is more than a serious problem -- it is an imminent business crisis.

Consider a simple business fact of life. The Department of Labor tells us that the median education required in industry today is 12.8 years of schooling. Thus, on the average, not even a complete high school education is quite up to the job. Moreover, 10 years from now, the median requirement will have risen to 13.5 years.

Question: How can we expect to maintain a strong and competitive industrial system when the figures for educational requirements are going up and the figures for attainment are going down?

About 27 percent of American kids drop out of high school before graduating -- and in some urban areas, as many as 50 percent. We're losing a million graduates a year. And another 700,000 who do graduate, are functionally illiterate.

The consequences of deteriorating education are tangible and visible. Gary Becker, Professor of Economics and Sociology at the University of Chicago, has pointed out that "real wages of young high school graduates have declined more than 10 percent since 1975, and wages of dropouts have plummeted even more, indicating that not only dropouts but also many graduates are ill-prepared for work in modern economies."

In a recent issue, Business Week magazine wrote: "Without an educated citizenry American business is in deep trouble. It is in trouble because it will have difficulty finding creative and entrepreneurial employees. It will have no customers. Without an educated workforce, business cannot compete."

In Japan, the drop out rate is six percent and literacy is virtually universal. We cannot long commpete against Japan -- and the other highly-educated Asians and Europeans -- if our workforce is not prepared to compete.

A couple of years ago, a mid-sized manufacturing company in Florida estimated they could save $6000 per year per employee, if all their employees were masters of basic reading and math

skills. Our ability to compete would soar if every American worker could improve his or her productivity by $6000!

America spent over 100 years building a great educational system. By the time this century opened, we had the best educated workers in the world. They have been able to take new technologies and out-produce the rest of the world -- even when the technologies were developed by others. But soon other countries may out-produce us because today they are out-educating us.

American school kids at the age of 10 were shown in recent international research to rank seventh out of 15 countries in scientific knowledge. By the age of 15, they ranked 15th.

America had the lowest number of biology students of the counties surveyed - and our top students had the lowest achievement level.

In chemistry only one other country scored as low as the U.S. And in physics, the top percentile of American students ranked 10th among the nations studied.

In mathematics, American 13-year-olds came in last. And according to one report, they were far more content with their performance than those who ranked first, South Koreans students.

To business people, these figures are alarming, and they should concern all Americans, because the industrial process -- using our heads to turn raw materials into real wealth -- provides our high standard of living. (We used to say it was the highest in the world. But now, depending on how you measure a standard of living, some countries have overtaken us.)

By standard of living, I don't mean just the cars and houses we own, or the foods available and the medical attention we receive. Our industrial strength also enables us to help others when they are victimized by aggressive force or when disaster strikes. Our wealth has made it possible to defend freedom in time of war and export democracy in peace. America's wealth helped rebuild industry in Europe and Asia following World War II.

For business, it is not just a bottom-line issue. Business people are human, too. We like to see the children of company employees grow up healthy and successful. We want the neighborhoods of our plants to be safe and pleasant. We want the communities where we live and work to be fiscally sound, progressive and able to care for their citizens. In this respect, business people are no different from their friends in government and the professions.

And on this issue, business has to turn away from the bottom line. We are sometimes accused of putting all our emphasis on

the short-term -- next quarter's profits and this year's gains over last year. But on this issue we have to look years ahead, because that's when the benefits of education will pay off.

CED's work clearly demonstrates what we must do to ensure that the next generation will be better prepared -- not only for the workforce but as citizens, voters and parents.

First, we must intervene as early as possible in the lives of disadvantaged children in order to prevent failure before it happens. Intervention is the key to ensuring that every child is born healthy and receives adequate physical, emotional and intellectual nurturing in his early years so that he will arrive at school eager and able to learn.

Then we must sustain that intervention to keep early successes from being overtaken by the poverty, crime and chaos in their lives.

Finally, we must restructure our public education system so that it delivers quality education for all children and not just for the privileged few.

CED's research shows Head Start has been, and can continue to be, one of the most important weapons in this war against poverty and ignorance. Our goal is the full funding necessary to provide Head Start pre-kindergarten education for all eligible 3-,4-, and 5-year-olds.

High quality preschool programs have been shown to save society burdensome future costs of a wide variety of social programs. Every $1 invested in such preschool programs can save up to $6 by reducing the costs associated with remedial education, welfare, crime, emergency health care, and teen pregnancy.

By way of contrast, each year we delay breaking the cycle of failure, society must spend $16.6 billion on the children of teenagers who cannot support their families. Every class of dropouts -- 700,000 every year -- costs society $240 billion during their lifetimes in the form of wages not earned and taxes not paid. Every year that a child must repeat a grade costs $4,000, and by ninth grade, approximately 50 percent of students have flunked at least one grade.

We are pleased to see that the principle of early intervention to promote school readiness is now receiving the support it needs and deserves from the highest levels of our political leadership -- President Bush and the nation's governors. Specifically, we are delighted that the National Governors Association, in their elaboration on the National Education Goals submitted to the nation in January by President Bush, have singled out as objectives that "all disadvantaged children. . . will have access to high quality and developmentally appropriate preschool programs" and that "children will receive the nutrition and health care needed to arrive at school with healty minds and bodies."

The $500 million increase for Head Start proposed by President Bush for fiscal year 1991 is a critically important expression of this leadership.

Nevertheless, we are concerned that the funds will be earmarked only to create additional half-day program slots exclusively for 4-year-olds and that none of these funds will be allowed to be spent on upgrading salaries, strengthening training, or improving facilities.

Using proposed funding increases this way will not accomplish the results our society -- or these children -- need. The positive outcomes of such programs as the Perry Preschool Project and the Harlem Head Start Study derived from the intensity, comprehensiveness, and highly trained staff they provided.

Unfortunately, not every Head Start program currently lives up to these high standards. Head Start has not always had the resources necessary to assure quality, explaining why program graduates do not fare as well over the long term as they otherwise might. It is imperative, therefore, that as you rewrite the authorizing legislation on Head Start, you earmark funds and designate strategies that will strengthen and improve the quality of the overall Head Start program.

What should these improvements entail? Children in Need argues that in addition to a head start on their education, disadvantaged children and their parents are desperately in need of a whole range of ancillary supports, such as general and mental health and social services; full-day child care for working parents or parents still in school; opportunities for continued education and training for parents not yet in the work force; and parenting education for these parents -- many of whom are often children themselves, dependent, and alone.

The beauty of the Head Start program is that when it is operating at its best it draws on community resources to provide this intensive and comprehensive array of health and human services, meeting the needs of both the child and its family.

Nevertheless, a combination of lack of adequate resources, legislative and regulatory constraints, and poor integration with preschool programs at the state and local level have often combined to prevent Head Start from living up to its initial promise.

Evidence suggests that the target population for Head Start is becoming more entrenched in poverty and that the cycle of poverty for this group is becoming harder to break. The poverty rate for children has increased by 31 percent in the last eight years, and young families in poverty are more tightly entwined in their circumstances. Poverty among children in young families -- those headed by someone under 30 -- was 35 percent in 1987 -- a 72 percent rise since 1973. There is also an alarming growth in the number of physically, emotionally, and mentally damaged children among poverty-level families. In some inner-city hospitals, as many as 50 percent of all babies are being born addicted to crack or cocaine or affected by fetal alcohol syndrome. The doctors tell us that these babies do not get better as they get older.

In my view, these changing circumstances argue for broadening, not narrowing, the population group Head Start reaches. All by itself, one year of preschool is not going to instill children, buffeted and battered by the culture of poverty, with the middle class values and drive needed to help them compete successfully in school. At a minimum, we have to ensure that every child from 3 to school age who is eligible by poverty guidelines and who is not already in kindergarten, has the opportunity to participate.

Longer range, we should also be looking at the need to expand the Head Start model to children from zero to three, so that we can intervene and improve their chances for a productive life as early as possible.

Another priority area for improvement is in the compensation and training of Head Start teachers and other staff. A number of studies, including the recent National Child Care Staffing Study, have demonstrated that the most critical factors in the success of preschool programs are the compensation and training of staff. Without a stable and well-trained staff, Head Start programs cannot adequately deliver the services that are a hallmark of the program: Intensive parental involvement, integration of health and human services, safe and nurturing surroundings, and a substantive and developmentaly appropriate educational curriculum. Under current funding levels and

guidelines, the compensation level of Head Start teachers is unconscionably low, and the employee benefits, such as health insurance and pensions, that most of us in business take for granted are largely nonexistent.

Head Start can also be a useful program for helping parents make the transition from welfare dependency to full-time work that pays a living wage for supporting the familly. To do this, Head Start needs to be able to provide more full-day services that correspond to working hours or school hours of parents. If there were more flexibility in program design and funding at the state and local level, Head Start programs could be usefully connected into child care services under the Family Support Act to help parents who are trying to get off welfare.

Further, as parents start to make the transition into self-sufficiency and their salaries rise above the poverty level, they shold not be penalized by having their children become automaticaly ineligible for Head Start. Such families in transition still need extensive support services to help them stabilize.

. The program also needs greater flexibility in order to function more effectively. One of the hallmarks of Head Start is the ability of the individual programs to configure their services to meet local community needs. But to do this, funding needs to be both adequate and flexible to allow the federal Head Start program to work in conjunction with state and local preschool, child care, and other early intervention programs.

The Head Start model is very sound. It is a federal program with a long history. Because of the critical need for early intervention strategies, state and local governments are jumping into the early childhood arena and developing programs of their own. Some of them are taking the comprehensive model of Head Start as the starting point for their program design; but many others are using only the bare minimum and creating programs that do not meet the needs of multi-problem children and families in poverty. The federal government, which has a historic responsibility to ensure educational equity for disadvantaged children, should provide incentives for states and localities to use the comprehensive model of Head Start, work with the local Head Start programs in their area, and where appropriate, expand services to at-risk children by supplementing Head Start funding.

CED will be looking at the issue of comprehensive and coordinated prevention strategies for at-risk children in its new project on education and child development, which I chair. The ideas I have shared with you are some of the preliminary thoughts on improving the Head Start program based on work we have already completed. Needless to say, we will have more specific recommendations to make on the need for comprehensive and coordinated prevention and intervention strategies when our new policy report is released next year.

I would like to conclude with one final thought. The business leaders and educators who serve on CED's board of trustees believe that it is more important than ever to act on the knowledge that our children are our future. If we fail to nurture and educate all of our children, we will be closing the doors of opportunity to a growing number of young people and excluding them from the mainstream of American life. The cost of failure is enormous, for a stake is the survival of our free-enterprise economy, our democratic system, and the American Dream itself.

Mr. KILDEE. Thank you very much.

In reading your written testimony, and we should put your entire testimony into the Congressional Record, you state, "It is imperative, therefore, that as you rewrite the authorizing legislation of Head Start, to earmark funds and designate strategies that will strengthen and improve the quality of the overall Head Start program."

I have been pushing that for a long time, and I really appreciate that statement. Everything I have heard about you is corroborated now by your testimony, not just because we agree, but you have put it so well, and you bring that business experience with you. Head Start is really an investment for this country, and not just an investment for something that might be extra, but something critical to our continued growth and greatness of a Nation. We really are in jeopardy, if we do not address early intervention. It is extremely important.

I really appreciate your testimony.

Mr. KILDEE. Our next witness is Dr. Joan Lombardi, Project Director of Head Start Panel.

Ms. LOMBARDI. Mr. Chairman and subcommittee members, it is a pleasure for me to be here today as the project director of a project called the Silver Ribbon Panel.

I also must add that it is a special pleasure for me, because more than 18 years ago I began my own career as a Head Start teacher's aide in Massachusetts, and so I also bring the perspective of the Head Start teacher.

In celebration of 25 years of program success, the National Head Start Association convened this panel of distinguished advisors to develop recommendations for the future of the Head Start program. The 18-member panel, the names of whom are attached to my testimony, is composed of leaders with expertise in Head Start and other early childhood programs, family support, health services, policy and business.

Over the past six months, we have done this in a very short time frame, the panel has met to hear expert opinion and review and discuss various task force reports. More then 70 witnesses, including Head Start parents and staff, testified at three hearings held across the country. More than 1400 people, more than 900 Head Start parents within a month responded to an open-ended survey soliciting their opinion on program success and for future issues. This grass roots input represents the very essence of Head Start philosophy, a philosophy that honors the opinions of parents and the dedication of staff.

We believe, Mr. Kildee, that Head Start's 25th anniversary comes at a critical moment in the history of the program. Head Start has achieved widespread support from you here in Congress, from the administration, and from the business community. This support has provided hope to more than 11 million poor children and families. Today, the question is no longer "Will there be a Head Start in the future?" but more, "How do we envision the Head Start of the 21th Century?"

Currently my panel is finalizing our recommendations, which of course we will give to you as soon as the report is released in May. Although I can't anticipate what those recommendations would be,

I would like to share with you some of the issues that we heard across the country when we had our own hearings that may contribute to your deliberations about the future of the program.

Like so many people before us, we found that Head Start had been a tremendous success. The overwhelming majority of parents responding to our survey felt that Head Start had a positive effect on their child, many parents talked about the benefits of Head Start on themselves and their relationship with their child. Again and again parents told us, "Head Start helped me understand my daughter, it helped me teach my son. We learned together. It made us closer. It gave us more things to talk about." That was one of the more interesting things that they said. "It made us proud of her. The family spends more time together now."

The richness of this kind of testimony really brings life to the statistics that indeed Head Start can break the cycle of poverty. We know that too often today people are not just poor in material things, people are poor in meaningful relationships and in self-respect, and that is exactly what Head Start provides. When I listen to the hours and hours of testimony from parents, it is so clear that that is the key to the program's success, providing people with self-respect.

To continue that success, however, Head Start must respond to a very changing world, as you have heard continuously throughout the morning. Changes in the nature of poverty, in the demographics of families, and in the landscape of the early childhood field. When Head Start first started, it was the first kid on the block. Now the block is full of other early childhood programs, and we have to take that into consideration when we think about the future of the program.

The panel heard about many of these changes, and I would like to talk about four issues very quickly. Family support is the first issue. Number two is the need for flexibility and expansion, particularly this sort of younger children. Number three is the issue of full day services, and number four is the quality, improvement of program quality.

First of all, family support. You know, since 1975 we could almost say that poverty has diversified. There is increasing substance abuse, homelessness, illiteracy, and a host of other deleterious problems that have deleterious effects on children and families. At the same time, many of the low-income families are struggling in new welfare reform related programs towards economic self-sufficiency.

Now, these families are not necessarily on a continuum. In many cases they are families facing both of these problems at the same time. We have people trying to get into training programs who are homeless at the same time. The point is that Head Start represents all of those families, and yet we heard serious concerns about the program's ability to respond to those needs.

Program directors told us that they needed more staff and additional training to provide adequate family support—support so critical if we are to expect parent involvement. First we need to support the parents so they indeed can be involved. Head Start staff want to be able to provide more intense surveys and to have the

flexibility to design these services in a way that would fit the needs of children and families in their particular community.

Furthermore, many people expressed the need for public schools to continue this family support and comprehensive services into the primary grades in order for their child to stay ahead, and I might point out that a major report that came out last year says exactly the same thing, by the National Association of State Boards of Education, the need to continue these comprehensive services.

It was interesting to hear the administration's new initiative to provide family support centers. I might say that a report that came out in 1979, a report to Congress, talked about the success of a program that was initiated in the 1970s called the Child and Family Resource Centers, where we have a lot of information about how dealing with the entire family is one of the best approaches that we can take, yet that option is currently not allowed, it is not an option for many Head Start programs.

The call for more flexibility to individualized programs, based on an assessment of child and family needs continuously led to discussions about services for infants and toddlers. As was pointed out this morning, with the potential for promoting healthy development, reducing infant morbidity, intervening with teenage mothers and filling the gap for services for very young children with handicapping conditions, the panel heard numerous requests for Head Start expansion, not just to children of three, but to children under three.

This need is reinforced when we consider recently that there was a report released that indicated that more than 300,000 babies are born each year exposed to drugs. That is about 75 percent of the total Head Start population right now. So if that is to continue, the implications for Head Start are enormous.

Third, the issue of full day services. Extended day and full day services was the need listed more often by the parents that responded to our survey, and again, this was an open-ended survey, so we didn't even give them choices, but that was the issue that came to their minds. Yet we heard reports of Head Start programs that had to limit the number of hours of Head Start services.

Wraparound child care, a term often used when programs piece together funds to provide longer Head Start hours, which is the policy that is currently being encouraged by the administration, brings problems of conflicting regulations, conflicting eligibility requirements, and conflicting fiscal policies. Juggling multiple funding streams appears to be draining Head Start directors. Programs want to provide continuous Head Start services throughout the day and continuity of care across the multiple years of service needed by children and families.

Fourth, I would like to talk about the quality improvements. The panel heard repeated stories of inadequate funds to provide quality services. Directors report a decreased ability to recruit and retain staff because of extremely low salaries. It is not unusual to find many of the staff themselves living in poverty. They may leave Head Start not out of choice, but because they cannot afford to stay.

New early childhood programs emerging in the state, particularly in the public schools as you have heard, often recruit the most qualified staff. Investments made in training have to be repeated year after year, and on the occasion of this 25th anniversary, we all too often see Head Start staff that after 25 years of service have no pension plans available after all those years of dedication.

I would like to just take a moment here to talk about the issue of turnover, because it came up this morning, and I know the figure of 15 percent was used for turnover. I would like to make five points in responding to that number.

First of all, it would be interesting to know how accurate that data is. In 1980 a similar effort was undertaken in honor of our 15th anniversary. This marvelous report came out, it was commissioned by the President of the United States himself, documenting many of the same problems that we have heard today and have not been addressed over the last decade, and in this report it said the turnover rate in 1972 was 15 percent. It said in 1980 that the turnover rate was 20 percent. Now, I doubt very strongly that the turnover rate has gone down, considering we know that it is trippled in the child care community.

Similarly, in this report in 1980 a third of the directors were turning over. You know, Head Start does not just employ teachers, it employs a lot of other staff, and those staff are turning over also, so it is very important that we look at those numbers. We hear much higher rates of turnover than 15 percent.

My second point is the National Head Start Association is in the process of doing a very large salary study, and we will have more accurate data on turnover.

Third, we are losing our best people, and that is an issue that statistics sometimes tend to hide, especially because of this move to expand so many early childhood programs.

When I started in 1972 I wanted to work with children under five. The only place for me to go was a Head Start program, especially if I wanted to work with low-income families. Now if I would start in the field, I would have a lot more options in front of me, and naturally as a woman I would have more options in front of me in a lot of different fields, so I might not even have chosen the field to begin with, and that is another factor, people have other choices in life now, women have other choices in life, and I don't think that we are seeing the number of people that went into the field earlier.

Finally, I just want to talk for a second before I finish my testimony about what turnover means in human terms. For many Head Start children the continuity of care of the person, of the teachers that they see every day, is even more important because they are coming from very stressful life situations, so it is not as simple a matter of not having your teacher there for children that are coming from a stressful circumstance. But even for children that are not, I know my own five-year-old, when he lost a teacher aide this years in his little preschool program, his whole life seemed to change, and it took him a long time to adjust to that, so I can't imagine what effect it would have on a child who is going through some difficult life changes at home.

Second, for the parents, turnover is very significant. It takes a long time to develop a relationship between parents and providers. There are a lot of emotional issues that happen when you turn over your young children to teachers, and when that relationship is interrupted, it is very hard on parent involvement, and so we have to keep those things in mind when we look at turnover statistics, and specifically turnover statistics for the Head Start community.

I might say that the issues of staffing are matched only by the critical need for facilities in transportation. We were shocked at the amount of people that brought up this issue. Parents often talked about transportation problems. Children being on buses for very long periods of time, not being able to come to parent functions because there was no transportation. So that transportation issues seriously affect the effectiveness of the program.

Again, programs face very steep competition with other early childhood programs for space. It is not like you always are the one that ends up with the church basement anymore, the church has got their own child care program that they are running. And so those are other issues that are surfacing now that were not around 20 years ago.

In summary, Head Start directors often face the same dilemmas that you as policymakers face. They must make hard choices between the need for expansion and the need to protect the effectiveness of services.

However, unlike you, and unlike many of the policymakers here, too often local programs do not have the flexibility to make these decisions. They instead may be locked into models of service delivery, as we have heard, that restrict the ages and the scope of services without the ability to respond to the varying needs among children and families that they see in their particular community; and I must point out that that is a basic philosophy of Head Start, is flexibility, and it is a serious issue if that flexibility is being restricted.

Over the years the diversification of problems faced by Head Start children and families has increased the demand for such flexibility, so I have come full circle. My original question is what will Head Start look like in the year 2000, and I urge you to consider the voices of the Head Start community as you answer that question.

Since no birthday celebration is complete without a present, I want to leave you and the members with a copy of a document that we put together which is called "Twenty-Five Voices for Twenty-Five Years." We had a hearing in Phoenix where only parents testified. It was marvelous. It went on for hours and hours, and what we did is we took 25 excerpts from those stories and we put them together for you, so that you could hear what are the issues really from the Head Start parent community.

And I thank you for giving me this opportunity to testify.

[The prepared statement of Joan Lombardi follows:]

Testimony of
Joan Lombardi, Ph.D.
Project Director, Silver Ribbon Panel
National Head Start Association

Before the
The Subcommittee on Human Resources
of the
House Education and Labor Committee
March 2, 1990

Mr Chairman and Subcommittee members, I am pleased to be here today as Project Director for the Silver Ribbon Panel. In celebration of 25 years of program success, the National Head Start Association (NHSA) convened this panel of distinguished advisors to develop recommendations for the future of Head Start. The 18 member Silver Ribbon Panel is composed of leaders with expertise in Head Start and other early childhood programs, family support and health services, policy and business.

Over the past six months, the panel has met to hear expert opinion and to review and discuss various task force reports and relevant policy documents. More than 70 witnesses, including Head Start parents and staff, testified at three hearings held across the country. More than 1,400 people, including 900 Head Start parents, responded to an open-ended survey soliciting their opinion on program success and future issues. This grass roots input represents the very essence of Head Start's philosophy, a philosophy that honors the opinions of parents and the dedication of staff.

We believe that Head Start's 25th Anniversary comes at a critical moment in the history of the program. Head Start has achieved widespread support from you here in Congress, from the Administration and from the private sector. This support has provided hope to more than 11 million poor children and families. Today, the question is no longer "Will there be a Head Start in the future?" but rather one that asks, "How do we envision the Head Start of the the twenty-first century?, What long term goals should guide policy decisions?"

Currently, the panel is finalizing their recommendations, which we plan to complete by May. This subcommittee will receive copies of the panel report immediately upon release. Although I cannot anticipate what these final recommendations will be at this time, I would like to share with you some of the issues that we heard across the country which may contribute to your own deliberations on the future of Head Start.

Like so many before us, we found that Head Start has been a tremendous success. The overwhelming majority of the parents responding to our survey felt that Head Start had a positive effect on their child. Many parents talked about the benefits of Head Start for themselves and their relationship with their child. Again and again parents told us: " Head Start helped me understand my daughter, it helped me teach my son, we learned together, it made us closer, it gave us more things to talk about, it made us proud of her, the family now spends more time together."

The richness of the parent testimony brings life to the litany of reasons Head Start stands out as a program that can indeed break the cycle of poverty. Too often today, people are not just poor in material goods, they are poor in meaningful relationships and in self respect. That is exactly what Head Start helps provide to children and families. One Head Start parent from a southwest community said: "I have an adopted mother, she accepted me and all my faults, she picked me up when I fell down, that adopted mother was Head Start."

To continue such success, Head Start must respond to the significant changes that have occured since 1965: changes in the nature of poverty, the demographics of families and the landscape of the early childhood field. The panel heard many of the challenges brought about by these changes. I will talk about four of these issues: the need to expand family support; to tailor expansion based on the needs of children and families, including infants and toddlers; the need to provide full day services and the very critical need to improve program quality.

1. Family Support

Since 1965, one could say that poverty has diversified. There is increasing substance abuse, homelessness, illiteracy and a host of other problems which have deleterious effects on children and families. At the same time, many low-income parents are struggling towards economic self sufficiency through new training and welfare reform related programs, often without adequate child care supports and other comprehensive services. These life circumstances are not necesarily on a continuum, but may in fact overlap. Head Start represents all of these families. Yet we heard serious concerns about the programs' ability to respond to these needs.

Program directors told us that they needed more staff and additional training to provide adequate family support- support so critical if we are to expect parents to be involved in the lives of their children. Head Start staff want to be able to provide more intensive services and to have the flexibility to design these services in a way that would fit the needs of the children and families in their particular community. Furthermore, many people expressed the need for public schools to continue family support and comprehensive services into the primary grades, in order to ensure that once a child receives a Head Start, they can indeed stay ahead.

2. Expansion to younger children

The call for more flexibility to "individualize programs" based on an assessment of child and family need, led to discussions of Head Start services for infants and toddlers. With the potential for promoting healthy development, reducing infant morbidity, intervening with teenage mothers and filling the gap for services to very young children with handicapping conditions, the panel heard requests for Head Start expansion to children under age three. This need is reinforced when we consider estimates of more than 300,000 babies born each year exposed to drugs, a number equal to 75 percent of the current Head Start enrollment.

3. Full day services

Extended day and full day care was the need listed most frequently by parents. Yet we heard reports of Head Start programs that had to limit the number of hours of Head Start services. "Wrap around" child care, a term often used when programs piece together funds to provide longer Head Start hours, brings problems of conflicting regulations, eligibility criteria and fiscal policies. Juggling multiple funding streams appears to be draining many Head Start directors. Programs want to provide continuous Head Start services throughout the day and continuity of care across the multiple years of service needed by children and families.

4. Quality Improvements

The panel heard repeated stories of inadequate funds to provide quality services. Directors report a decreased ability to recruit and retain qualified staff due to extremly low salaries. It is not unusual to find many of the staff themselves living in poverty. They may leave Head Start, not out of choice, but because they cannot afford to stay. New early childhood programs emerging in the states, particularly those in public schools, often recruit the most qualified teachers away from Head Start. Investments made in training have to be repeated year after year. And on the occasion of this 25th anniversary, we too often see Head Start staff with 25 years of service and no pension plan available after all those years of dedication.

The problems with staffing are matched by the critical needs for improved facilities and transportation systems. Programs cannot keep up wih rising maintenance costs and increases in insurance. Programs face steep competition for space with other early childhood programs and a reduced ability to provide services to rural areas.

In summary, Head Start directors are often faced with the same dilemmas as those faced by policymakers; they must make hard choices between the need for expansion and the need to protect the effectiveness of services. However, unlike policymakers, too often local programs do not have the flexibility to make these decisions; they instead may be locked into models of service delivery that may restrict the ages and scope of services without the ability to respond to the varying needs among children and families in their community. Over the years, the diversification of problems faced by Head Start children and families has increased the demand for such flexibility.

So I have come full circle and return to my original question, what will Head Start look like in the year 2000 ? I urge you to consider the voices of the Head Start community in answering this question and addressing the issues identified.

Since no birthday celebration is complete without a gift, I want to leave a Head Start birthday present with each of you. The Silver Ribbon Panel's gift to you is a copy of "Twenty-Five Voices for Twenty-Five Years", a compilation of stories and recommendations presented by 25 Head Start parents who testified at the panel hearing held last December during the National Head Start Parent Association Conference in Phoenix.

In closing, let me say again that the panel will be pleased to share their final recommendations with you in May. Thank you for the opportunity to testify.

National Head Start Association
Silver Ribbon Panel

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Twenty-five Voices
Celebrating
Twenty-five Years

taken from

Testimony presented to

The Silver Ribbon Panel

at

The National Head Start Parent Association

December 9, 1989

Phoenix, Arizona

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Parent 1

I was in the first year of Head Start. I even remember my teacher's name because Head Start made an impact on my life...not only when I started Head Start 25 years ago, but numerous times since then. When I was 13 my mother went to Head Start. As a teenager I was going through a lot of changes and my mom was going through changes too because I'm her oldest child. Well, she would go to Head Start and they would have the rap sessions, the parent sessions...My mother was able to open up and we formed a closer relationship and my mother became more involved which really helped.

Well now I have four children of my own...I have a son in Head Start. And Head Start has helped me to realize that you have to be involved in every aspect of your child's life, that you have to be involved even up to junior high and high school. So now that I've been going to Head Start, I go to my first grader's school. I sit in his classes and I know all the staff or most of the staff at his school. They know me and my child.

Head Start has not only helped me directly in the center but it's helped me outside. I've been able to grow. Being a part of the parent policy council has really enriched my life. Now, I am going to college and I'm seeking a higher education and a better way of life for my children...We have a wonderful staff. We have like a family and we're always helping one another and enriching one another's life...just being able to come together and have someone share information. The STEP Program, the Parent Policy Council, the Center meetings, anyway that you're involved with other members of Head Start, really helps you to grow...really enriches your life. And it's really enriched mine.

Parent 2

Head Start has been a benefit as well as an asset to me. I'm a first-year parent in the Head Start program. First of all, I couldn't pay for the services that Head Start has provided for me and my child. Head Start has given to my child, in the social area, it has increased his self-awareness, his self-esteem and he has become more highly motivated. Just the other day he came home and told me something that they had learned at the library and I was just amazed. I'm a firm believer in the mind is a terrible thing to waste...and Head Start has brought this out in my son. It has also taught him a sense of security...of belonging. He is no longer so self-centered. This has helped me as a parent, as a mother. We've learned to share more as a result of him being in Head Start.

In my child's center...I'm able to go around in the classroom and actually see what they have done for the day and what they're doing for the week or what they will be doing for the following month. I can go home and look at the information that my son has brought back home and I sit down and work with him...and go over this information with him and see that he actually is learning something by taking part in the tangible things. Dental services are provided for the kids and medical services are provided. And our motto is that "once you feed a child and make him well, that he can be educated and taught to think." You can't teach a child that's hungry and a child that's sick.

In the expansion area, I believe there is a need to expand the program to cover more hours for working parents. For example, in the summer, parents are still at work while their children are at home. They're under the services of a sibling or a neighbor. I think that there needs to be a program that will work in conjunction with the regular school program. As I said again, I still couldn't pay for the services that Head Start has provided for me. I do see a need within the next 20 years, as a matter of fact I see two needs. First of all, there should be an increase in teacher salary and teacher aide salary, that should be compatible with the public school system. We just don't know how many hours they put into the time with our children. Like me, many of us here today, have gone out and visited the centers and can see our children's work and can tell these teachers, pat them on the back and tell them that we thank them...that we appreciate them for actually helping our children. We should pay our teachers and our teacher assistants for they will not know that we appreciate the work they do.

I also feel that we should expand or increase the services for our children. For example, in our County, we serve 450 children in our program. There's a waiting list, I'm told, of 200. Now, we as parents know that the years 3, 4 and 5 are the most formative, as well as the most impressive years of our child's life. My point is panel that we need to have multiple years of service for our children instead of just one year. Our children cannot learn the information that they need in just one year. They're not guaranteed a place in the program for the next year.

Parent 1

I'm from a reservation in south Arizona...my daughter will be eight and she's in the first grade, she started out in Head Start during her third and fourth year. She has really grown and

it has really helped her learn a lot, giving her an education, maturity, self-esteem and that has helped me also to grow with her.

My second child did not attend Head Start which I regret. My third child is enrolled in Head Start at this time...I thank Head Start for what it's done but within the year I would like to see other things...our school buildings are really falling apart. Right now our center is fighting to have a center put up. We're halfway to winning...So our center should have a module by January when our children go back to school. It all started from the parents helping out and fighting for something.

Parent 4

In Head Start, I was the shy type...but Head Start has brought me out of my shell. We need more staff to pull parents out. I'm the chairperson of our local and I'm also on the Policy Committee. We have a team parenting program, I'm a facilitator. So, Head Start had made me grow. They did a perfect job with my children. I have three children but one of them was really angry so they got some of the anger out of him. They brought people in that can help him express his feelings, to separate them from mad to sad, to angry so he wouldn't lash out at other children. I can see the program going even 20 or more because like the other lady said, "I was a Head Start child" and sometime I can go through the building and smell the food, or smell some painting and it will bring me back to when I was that age.

What I would like to see in the future, we have the problem where children have to turn 3 during September and if they don't turn three we can't accept them into the program...and we already have the mandatory work program...so we were wondering if possible if we could still open this up to three year olds.

Parent 5

I'm a former parent. I have four sons. I was a teen parent and then I kept having children, so I was a middle-aged parent. Now at 39, almost 40 years old, I have my five year old as my first Head Start child and I see the big difference. That boy is socially oriented and he was kinderqarten ready. My other children were involved in pre-school church programs and I have one that was even involved in the University program and he was not ready for kinderqarten. He wasn't ready for school.

I learned that I just can't be sitting back in my corner educating my children...I have to be concerned about my community. I'm going to have to go out and share it and run for school board and run for Congressman and try to make a difference in my community. I have gained the self-esteem that I did not have being an abused woman seven years ago, and just going to work and coming home and being a welfare mother. The welfare department didn't give me any self-esteem, they took the little bit that I had left when I left my husband and just threw it in the trash can. When I started Head Start last year, I was not too good. I didn't have a refrigerator, I didn't have much furniture and this was five years after I left a man with two bags walking. Today I have a house full of furniture because of Head Start. When I told them that I didn't have furniture and I didn't have a refrigerator, my social service aide got me a refrigerator and furniture in three days.

Parent 6

I have four sons and I have one son that's in the Navy. And I have three smaller boys. But when I first started out at Head Start, first of all I thought it was something that you just send the children to. So after I got there, they said well o.k. we're going to make you parent president. And I said no don't make me parent president because I'm too busy. I have other things to do. And they made me parent president. After that I got involved with Head Start. They started sending me to workshops. And after that, I mean they had me going. I started singing Head Start. I started preaching Head Start. And I would get on the radio and talk Head Start. Because Head Start has given me a start and through all of this, I have gone back to school and I decided that I'm going to work with the children. I'm going to teach them all I know because I have something to give. Head Start has given me a brand new life. And I want to give the students a brand new life. Anytime you see me I have a smile on my face because Head Start has given me this new look on life. You know I wear all these different colors and they say why do you wear that? Hey, I'm a Head Start parent. I feel good about myself. I feel good, I look good and I smell good.

Parent 7

First of all, I want to show everyone my Head Start baby...she's one of the 10% handicapped children and she's really a great kid. Head Start has really done a lot for my family. You hear all these Cinderella stories, well I feel like

Cinderella too and Head Start's my fairy godmother. Anyway, Amanda started off with a speech problem and Head Start found out it wasn't just a speech problem, it was a hearing problem. We couldn't afford the hearing aides, they were $1,000. Well, Head Start came up with the hearing aides and they even came up with the $80 for the insurance too.

For myself, I was overweight. I was abused. Head Start gave me the control that I needed over my life to take control and do what I needed to do. I'm a single parent now, I wasn't when I started out. I'm really happy with myself. I've got a lot of self-esteem and I probably couldn't have come up here a couple of years ago and talk to you.

I'd like to see some kind of workshop made up where the staff and the parents can get together and learn to communicate better with one another. I really like the staff. It's not like I have anything against them because they've been really great...but maybe if we had some kind of workshops, it would help a little bit.

Parent 8

Well, I'm a nervous wreck. I just signed up today and I really didn't know anything about this. So I'll probably get emotional because I'm very emotional about Head Start. I was brought up in a dysfunctional home. I gave birth to a daughter at the age of 16. I dropped out of high school. Finally, at age 28, I reluctantly married. My husband was also brought up in the dysfunctional home. During the major part of our 10-year marriage, he was an active alcoholic. But we had four children and we were doing the best we could but we just didn't have any tools. Our children were growing up in this dysfunctional home until a year and a half ago when we moved...and my two oldest sons, I have four sons, were having a lot of trouble in school. They recommended that maybe I try to get my son into Head Start. So I did. And our lives began to change.

We're still in the process of change but I began to volunteer in the classroom. We have a program called Parent Power...twice a month the teachers come out to the homes and teach. It made such a difference. I got so I felt comfortable coming out of the home and going and volunteering in the classroom. I got to be friends with the teacher and I started to just feel a little better about myself. They also referred us to some agencies and starting helping my husband with his drinking and our child rearing problems.

I began to get some of the help that I desperately needed and especially for myself, my husband and my two oldest sons. My husband stopped drinking. I'd been isolated in the house just for years, I just didn't go anywhere. I didn't have any friends, I just didn't do anything with kids. I always felt worthless, I'd always felt like a nobody. I had very few successful experiences in my life and I love my children and wanted to do the best for them, but I didn't know how. In Head Start and through my friendship with the teachers and their help, and their referrals, through their support my whole family began to change. I see a really marked difference in my two younger sons, even while they are as young as they are. One of them will be three and one of them just turned four. I'm working with my oldest sons and for the first time I feel like I might have a chance of successfully turning around some of the self image problems that they've had growing up in our home.

Just a couple of real quick examples. I see such a difference...I remember when I was teaching my older son to ride a bike. We would run along behind him and he'd look back and he'd look down and it took us forever. He was seven years old before he finally learned how to ride a bike. My younger son was three and a half this spring. And he said, "Mom take the training wheels off my bike. I want to ride it." I said, "I don't think that you're big enough to ride a bike." He said, "well, I think I am and if you just take those training wheels off, I'll show you." We took them off and he just got on the bike and rode it down the sidewalk at three and a half. My nine year old, if he can't find a shoe, he'll stay inside all day because he doesn't have any shoes. Well, my two year old is going to be three in December, he'll go and find two shoes, they may not match, they may be on the wrong feet, the coat's on upside down, he's got a mitten and a glove, but he goes out the door to play in the sand, because he's a Head Start kid and he says, I'm going to solve this problem. It's a miracle to me.

Parent 9

I didn't think I could do this. Head Start has given me a lot of confidence. I have two daughters who have gone through Head Start. First, I'd like to thank God. And I'd like to thank L.B. Johnson for creating Head Start for us.

Head Start has helped me, has helped my children in so many ways. My children socially have had a chance to interact with other children from all cultures. They enjoy the environment in the Head Start program and the Head Start classes. I think they are run very well. The health care benefits that come with the package of the Head Start program are great...The well-balanced

foods that they get are good for children, especially those who don't get it at home.

For me, it has opened me up and built my confidence. The parent coordinator at my center got me involved. I'm the chairperson for the Parent Policy Council. Also, I like this program because it gives the parents control. They don't tell you what to do, you kind of at least have the opportunity to tell them what you like and what you want them to do. You don't get that in any other program besides Head Start.

Parent 10

I am a mother of five. So far, I've had three children in the program in four and a half years. I feel like my children are far more capable socially. I have one child who entered the school system who was not in the Head Start program because I had left my husband and was not there in time to get him in for that year because they were too full. And that is the only child that has major problems of my five children. I noticed my younger children especially have a lot more self confidence. What I've gotten out of the program is that I come from an abuse situation and I was able to be a part of the adult world again. I also have a lot more confidence in myself and I feel like I am more capable and that I can have opinions and that's o.k.

We have a really neat staff and I don't know about other programs but the communication between our staff and the parents is fantastic. The thing I really like about the program that...I hope will never change is the fact that the parents can and need to be involved which is not available in very many other programs of any sort...The things that I think could be changed or added would be expansion to a large area...we have a whole bunch of the state that's never even heard of Head Start. So we could use a lot more exposure and it would be neat if nationwide, maybe for the states that are so scarcely populated, if there were more Head Start exposure.

Parent 11

I wanted to thank you just for the opportunity and express to you how Head Start has helped me. One of the things that I need to mention and I think it's real important, is the fact that as a single parent male one of the things...that I learned in my Head Start experiences is how to care for my three children. My daughter is 12, and I have two boys who are eight and six. Where

could I have learned to be as caring, loving and sensitive and learn how to parent but from other expert parents who are in the same thing?

When I first heard about Head Start I was going through a divorce and I was not able to even speak to people. In fact I went through about a six-month depression and I didn't even leave the home. One day I was in the park and I saw these children with a Head Start tee-shirt on and I'd never heard of Head Start. So I asked what Head Start was and they told me. I realized that the classroom site was at the end of my block and I didn't even know that. So the problem I see is recruitment. My children were in private school. My youngest was able to go to Head Start. Within a matter of a month, I was the classroom chairperson and then I went to the council.

But some of the things that I wanted to address is that with parents coming into Head Start, they are low income not by choice but by circumstances. I think the voice that needs to go out in the community, to the local school boards, is that even though we are in this low-income bracket, that doesn't mean that we're non-educated, when we speak, we are intelligent.

Head Start has given people like myself a security blanket. And sometimes it's tough to let go. Because all through out life we experience loss. But one of the things that I see that we need is to help these people grow but let them go on their own too. They're not to be covered with a security blanket...I'd like to see more interactions with the PTA, Head Start working together, so that public schools aren't too intimidated by Head Start experts coming in.

The greatest gift I received from Head Start is the gift of life for me, that I knew I could grow. I worked in my community, I started a support group in my church for separated and divorced. I started in the public schools, I'm on the school council of the bilingual advisory committee, and at Head Start I'm the chairperson, I'm on every council, every committee. But it has taught me to be a parent and that's the greatest gift that I can give back. I'm not the best, but I'm working on it.

Parent 12

I'm a past parent because my son that was in the program is seven years old. He's in the second grade but Head Start helped us find that he had a speech problem and he did occupational therapy and I'm happy to say that I have just been informed the end of November that this will be the last year that Mike will

need the speech and occupational therapy because it was caught so early.

I would like to see better publicity to help educate the public especially the public school system. When my son went into kindergarten, his teacher had never heard of Head Start. So I had to educate the kindergarten teachers in our town about Head Start. I'm now on the school improvement council there and helping to educate all the teachers. I would like to see more multi-services available...there are so many multi-cultural families in the programs across the country. In our program right now we are having a hard time trying to find services for Vietnamese families and so I would like to see a lot more programs.

Parent 13

You're looking at a very happy parent. One of a drop in the ocean-filled of parents who are here sharing their experiences...what I wanted to bring up was that sometime in the future, can we get this new bill passed for the full-day care system because that's another way that my children were lost in the system of things...We need that twelve-month program. And another point is that we could benefit from a course on financial assistance...

Parent 14

My oldest child is in the home-based Head Start. It's come to my understanding that not all states have the home-based program and I think it's a really good program and I think that other states should have it too. Like I said, my oldest is in Head Start so I have two more at home. I cannot afford the babysitting and while I would further my education, I think it would be a good idea if Head Start could help out with the daycare for us who want to get out of our low income situation.

I would like to see more information given to the parents before their children are in Head Start so that we can prepare them...I would like to see some program for the three year olds.

Parent 15

Everyone has basically said what all of us feel. But what wasn't said that I personally would like to say for myself is that as a child I was a leader. I had leadership ability. As an adult I had leadership ability. But not until I got involved with Head Start did I gain leadership skills. Leadership skills are very important because you can have the ability, but if you can't apply your skills, then you haven't done anything. Head Start has given me that opportunity.

I want to enlighten the parents in our region that you don't have to continue with the stigma that low income means low intelligence. Because a child has reacted to a typical five-year old behavior, you don't have to say that he's a bad child. Head Start has educated us where I have taken the word bad out of my vocabulary. I just wanted to say that I could go on and on because I love to speak. But I am going to be quiet and I would just like to say that I love everyone here. We come out here and we support our children and that's what we're all about and we should introduce ourselves to each other. We're all here for the same reason, we all share the same common goal and that's the love of our children.

Parent 16

My concern is that Head Start begin to train and address the children that are coming into our system who are drug exposed. From my personal experience, I have adopted two children. I work with the foster care system. In our county they have developed a program that works with three to six-year olds and helps them transition into the school district. My child left Head Start with a positive, self-esteem and attitude. He is a child who is very intelligent but has problems from being exposed to drugs. The support is not there in the schools the way that it is with the Head Start program...in our County, there were 2,161 children born who were exposed to drugs. Those are going to be coming into the Head Start program. They're going to be coming into the public school system and there's a lot of training that can help the teachers and educate us as parents when you're dealing with a child who's handicapped by the exposure to the drugs.

Parent 17

I first want to discuss the achievements that our policy council has done, and the way that we network our program. In

1988, we rallied our city hall to get a pension for our staff and our staff received the pension. We established a newsletter to network the parents in the city to be informed on what we're trying to do for the Head Start family. We developed a program called MORE (Mothers On the Road to Employment) to help people with the welfare reform bill and got different corporations to start looking at the abilities that the Head Start parents have. Head Start is the only program that helps the entire family remain strong and Head Start is the foundation to help the family reach their goal...we need to strengthen the parent education piece...

Personally, Head Start has helped me grow. I'm a single parent and I have three children. Due to the problems of being abused and a situation that was beyond my control, the social service component has helped me and my family. Now, I'm in college trying to get my degree in human services so I can also give back what Head Start has given me. Two children I have graduated from Head Start. My daughter's in the second grade and she's reading above her level...Head Start has also given me the strength and the ability to believe in myself and also to give my children the same pride that they need to have in themselves. And I would really like to thank you all for coming up with this program and I think that you need to really go out more personally with the social service component, because there's a lot of parents who are single, who need somebody who really cares about them, to really help them become better parents for their kids.

Parent 18

My child was four years old, and he had a lot of seemingly emotional problems. He would do very strange things that we didn't understand. All kids run from the classroom at times but he would just all of a sudden run from a classroom. He wouldn't interact as a normal child probably would and they brought in a psychologist to observe him. I just appreciate the things that they did in helping me to understand Jonathan and all his moods and all his ways. I also learned from Head Start that Jonathan had a way of manipulating me that I didn't know about and so I had to learn how to deal with that.

They also took time to let me know Jonathan was a very sensitive child and he had some speech problems and some other problems. Jonathan now is in kindergarten in the public school and he's doing very well and he has adjusted quite well from being in Head Start two years. Also, it has helped us as a family to know, me particularly, to know as a mother how to deal with my children. To be able to look past Jonathan's actions,

his tantrums or whatever, to see exactly what's causing it. We as parents want to discipline our kids in certain ways that may not be appropriate all the time and may not even be the answer. So I've learned a lot of different ways of disciplining my child, to understand my child better.

My husband has gained a great success with the Head Start program. They had a session for husbands or fathers where he learned how to better hold his son and hug his son and kiss his son without feeling like this was a bad thing to do. I just thank God for that. There is a better interaction with my husband and my children now that he is able to feel comfortable with playing with our boys...it's o.k. to hug and kiss your sons the way mothers do automatically.

The parent policy council has given me a lot of growth...I learned through...the council as well as in the classes, that I must be a fulfilled parent, fulfilled within myself and understand what it is that children go through so I can better raise my child. If I'm not fulfilled, then I may take a lot out on my child. They taught me how to make myself happy along with making my child happy.

Parent 19

I feel that we need more training classes on how to raise children when it comes to the young people. A lot of them don't know the first step about raising children, there are babies having babies...I wish it was possible to have parent counseling or more and better referrals for parents who have problems. When it comes to a lot of the young parents, they have a lot of personal problems. They have no one to go to, they don't even know the first step of how to deal with it or handle it...we need more information on budgeting food in the home...I know off hand there are young parents that take their children to school and sometimes that's the only meal they get especially from the 15th to the 30th of the month since a lot of them are on budget incomes.

Parent 20

I'd just like to say it's a real pleasure to be here. One of the suggestions that I'd like to make is in the area of social services. Our school has 380 children and we only have one social service director and it's virtually impossible for one person to keep up with the parents of 380 children. I think

there needs to be some kind of program where depending on the number of children at that particular school, you need to have only so many children for each social service director. If it's over a certain amount of children, then that social service director should have an assistant. Also as far as fathers, I'm glad to see a father on the board as a parent. It's nice to see and I think there should be more programs...for fathers.

Parent 21

I have two children, they're both boys. My youngest son was born with lots of problems and luckily with Head Start, I found out that he had a speech problem. They noticed it. They got him going with speech therapy and he got into the public school and Head Start had to make several calls to get the speech therapy going in the public school. They also went with me to find a school for my child. My older child was just fine for Head Start. Now we're having problems with him in the public schools. And Head Start is helping me find ways to make him better in the public schools.

Our county welfare has totally changed. If you're a single mother, or anything, you have to start going to school when your child is three. Or, you have to go out and get a job. And we have parents that have three year olds that can't have the home-base services and we're trying to fit our three year olds into the centers because the parents aren't going to be there and they have no one to watch these children. And I'd like to see...where we could...help the parents out more because the demands of welfare are completely changing. Those children might be left in the home with no one to watch them. And that's a scary thought.

Parent 22

I think that Head Start should reach out more to the foster parents. There are parents out there that are high income, yet their children are low-income. They get money from the county or federal grants. They don't know that this Head Start is out there for these children and they really need it. They might only be in the Head Start program for a few months before they're re-unified with their parents, but that few months could make a great head start for them. God knows what they will go back to when they go back home...I've talked to social workers to try and encourage the foster parents...

Parent 23

It's a pleasure to be here. One of the reasons why it's a pleasure, you mothers have big shoes to fill. I am a single parent (father). Mother's Day comes around and to me it's being mother and father. It is just double the pleasure. Thank you Head Start.

The one suggestion that I would like to add to the committee is that being a parent I have learned that perhaps the parents that are involved with Head Start can continue by teaching children that are having babies. I think if you have a child that perhaps is 15, 16, 17, you can continue the education that you have picked up from Head Start and pass it on to the 17 year old to develop in parenting. I have learned it therefore I'm willing to share it. But where do I go? How do I get a child that's 16, 17 -- how do I tell him, look this is how you take care of a baby, this is how you hold him, how do I tell this to a young girl. This is how you take care of your baby. Forget the boys. You young men, forget the girls. This is what you've got to worry about. How do you do that?

Parent 24

What I have to say, I cannot limit it in three minutes. I'll only just brush on what Head Start has done for me. I was noticing all the young mothers talking about they're middle aged at 19, at 38 I had my last son which was in Head Start. It was just like being reborn because I had three other kids that I learned to be a parent on trial and error through a lot of mistakes. But not until I got involved with Head Start, did I learn the proper way to be a parent.

Before Head Start I wouldn't even dare attempt to stand here and look at you and talk to you just for a brief moment. But they taught me, the workshops and everything that they offered...And I thank Head Start for giving me that push because I found out about going back to school. I had potential. I learned to write and I did some writing. I'm working now; I'm doing CDA and still going to school. I don't give up. You never get too old to learn. I learned how to be parents to my second kid better than I did the first one. My older kids say, you didn't do a good job with us like you did my son. Well, I said I didn't have Head Start then. I didn't know it existed. So Head Start is in my bloodstream and I cannot shake it out.

Parent 25

Good afternoon. I'm going to be very brief and quick. Everybody has a Head Start story to say and a very successful one. Of course, my God has been my motto and he gave me a beautiful family. My mother immediately adopted me and soon began to feed me all the nutritional things that I needed. She explained the role that I had as a person, pulled me from under a rock. With loving care she spoke the beauty of understanding and accepting all things. She said that everything had a reason for being. I never met anybody who could accept me and all my faults. My mother would always pick me up when I fell down and then I looked around and said, is my adopted mother here, yes, of course, it's Head Start.

NOTE: These stories have been edited for clarity and abbreviated to capture key points.

Mr. KILDEE. Thank you very much.

Our next witness is the president of the National Head Start Association, Ms. Eugenia Boggus.

Ms. BOGGUS. Mr. Chairman, it is an honor to come here to testify before you.

When Head Start began, it offered low-income children and parents the opportunity to enrich their lives and break the cycle of poverty. Today these families live in neighborhoods filled with drugs, alcoholism and crime, and those are enormous obstacles in escaping the cycle of poverty. The challenges that face Head Start have increased since 1965, but have strengthened Head Start with knowledge and experience, and the Head Start program today still offers the same hope and opportunity to America's neediest children.

Today I want to speak with you about the need to provide sufficient funding to expand Head Start to reach all eligible children, and to support quality improvements that will effectively service low-income children and their families. Even the business community is echoing our call to expand Head Start and to support quality improvements, because they are concerned about skills of their future workers, and they recognize in order to be ready to learn in school, low-income children need comprehensive quality preschool programs.

I know you are fully aware of all these statistics, but I would just like to reflect on them one more time, that currently one-fifth of the eligible children participate in Head Start, only 11 percent of the eligible children in Kentucky are currently served, 13 of the counties in Kentucky have no Head Start at all, and there are only four Head Start programs in the entire state of Colorado, and the largest serves fewer than 200 children. We do support Congressman Kildee's goal of expanding Head Start over the next four years so that every eligible child can participate.

Expansion must be accompanied by increased funding for existing services to support program quality. For many years Head Start program have been forced to operate with inadequate funding that did not reflect the true cost of effective, comprehensive programs. This low cost per child funding now threatens to undermine program quality and decrease the comprehensive services to preschool children and their families.

The inadequate funding in Head Start reflects quite a few areas in program operation, as everyone has talked about salaries, the inability to pay decent competitive salaries is making it increasingly difficult for programs to regroup and retain trained and qualified staff. Even studies from our Administration for Children, Youth and Families revealed that 47 percent of Head Start teachers earned less than $10,000 per year, and that qualified staff are often forced to leave Head Start in order to meet the needs of their own family.

Frequent staff turnover makes children wonder if they did something wrong, when really the teacher only needed the job to get above the poverty level.

Many Head Start programs operate in facilities that are not designed for use by children. These facilities may be inappropriate, inadequate, or in some instances unsafe. The Mississippi Head

Start Director's Association has estimated that 25 percent of the facilities in the state of Mississippi should be replaced. The length of services for some programs, some programs have been forced by limited funding to shorten their services a few hours per day, a few days per year.

Such reductions threaten to limit the impact of the Head Start services and certainly reduce the program's responsiveness to local needs. Appropriate trained staff are important indicators of the program—and are central to delivery of Head Start services. Research has shown that trained teaching staff are essential to high quality early childhood programs. Training staff members is costly. However, training funds and resources have not kept pace with program growth or inflation, and it has become increasingly difficult to maintain the high level of training that is integral to Head Start.

Staff members other than teachers need training. Head Start social workers who traditionally have been people who live in the neighborhood and who were good at making contacts, now these workers face such problems as drug abuse, family violence, teen parents, and these workers need training to deal with these situations. Our major reason Head Start has been successful has been the dedicated coordinators who provide Head Start comprehensive services.

Substantially trained staff are crucial to the services, however, limited funding has forced many programs, even fairly large ones, to combine to reduce costs, and I would like to say that as a former Head Start parent that has had the opportunity to have children through the Head Start program, I know that having dedicated trained, quality staff and program is crucially important. It does take a long time for parents when they come to the program, because we come in with different attitudes and different situations, and it does take a long time to develop a very positive relationship with the parent.

So crucial, it is very crucial that we have good, qualified staff within our programs to deal with all situations, more situations than just the ordinary basic situations that happen in the ordinary classroom.

Many Head Start programs have been forced to increase class size in order to reduce costs. Considering that Head Start classes include handicapped children and children with other special needs, maintaining our Head Start traditionally small class size is very special for program quality.

Limited funding has forced many programs to reduce or eliminate transportation services for children and families. Without such services, children and families who most need Head Start may be unable to participate. Additionally, limited funding for transportation sometimes forces programs to postpone necessary maintenance or replacement of old or inadequate equipment.

Overall, the problems confronting today's children and families are greater than ever before and Head Start programs must have the resources and staff to address these problems. The people who work for Head Start do not work because of high wages, and if we are having a very low turnover—which I am not quite sure the figures that have been given are correct either—then they are be-

cause of dedication, if the turnover rate is as low as has been presented, and that is a lot to say about a program, but I am quite sure those figures are higher than that.

But they must be paid some kind of decent living wages, because salaries are such a critical issue in Head Start today, we urge you to include a set-aside for salaries.

We are asking for $1.5 billion in additional funding for Head Start this year, with increases in each of the subsequent three years. Our goals are to ensure services to all children eligible for Head Start within the next four years, ensure a quality program for Head Start children and families, and provide sufficient salaries and benefits to be able to recruit and retain quality staff.

We are looking to this committee to provide us with the funds to meet these goals. The success of Head Start has been due to its comprehensiveness, the variety of the program, and most important of all, parents.

In conclusion, I would like to say that the National Head Start Association would like to see every child with Head Start services within the next four years to ensure that we retain a quality program for children and families, and to have a salary set-aside to assure that we can recruit and retain quality staff.

We recognize that the serious salary problem Head Start faces cannot be solved in a single year. We encourage this committee to make provisions to remedy this problem by 1994 by establishing a salary set-aside sufficient to increase salaries by 10 percent per year above inflation. Such a provision would increase the salary of the average Head Start teacher to approximately $14,000 in fiscal year 1991.

The Head Start reauthorization bill introduced by Congressman Kildee provides us with the provisions to help us reach these goals, and Congressman Kildee, I would just like to say from the Head Start community—I am talking about Head Start parents and Head Start staff and the people that work in the program, they really have sincere, deep appreciation for the stand that you are taking in regard to the reauthorization of Head Start and all the issues that affect Head Start, and especially the salary issue. And people at some point in time, 25 years is a long time that people have not gotten a sufficient, decent living wage to live by, and people are just so happy that even though it has been that long, that this committee and others like you are beginning to look at those issues and bring them to the forefront.

So we do thank you for that.

[The prepared statement of Eugenia Boggus follows:]

Testimony

of

Eugenia Boggus,

President
National Head Start Association

Before the United States House of Representatives

Subcommittee on Human Resources
of the Committee on Education and Labor

March 2, 1990

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E. Boggus Testimony

It is an honor and a pleasure to come before you for testimony regarding Head Start's reauthorization during Head Start's twenty-fifth anniversary.

When Head Start began it offered low-income children and parents the opportunity to enrich their lives and break the cycle of poverty. Today, low income families today face enormous obstacles to escaping poverty. They live in neighborhoods marked by a disproportionate amount of alcoholism, drugs, and crime. The challenges facing Head Start have increased since 1965, but strengthened with twenty-five years of experience and knowledge, Head Start still offers the same hope and opportunity to America's neediest children and families.

Today I want to speak with you about the need to provide sufficient funding to expand Head Start to reach all eligible children and families and to support quality improovements to more effectively serve these low-income children and families. Our call to expand Head Start and support quality improvements is echoed by the business community who are concerned about the skills of their future workers and who recognize that in order to be ready to learn in school, low-income young children need quality comprehensive, preschool programs.

Currently, only one-fifth of the eligible children can participate in Head Start. Only of eleven percent of the eligible children in Kentucy are currently served. Thirteen of the counties in Kentucky have no Head Start at all. There are only four Head Start programs in the entire state of Colorado, and the largest serves fewer than 200 children. We support Congressman's Kildee's goal of expanding Head Start over the next four years so every eligible child can participate.

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Expansion must be accompanied by increased funding for existing services to support program quality. For many years Head Start programs have been forced to operate with inadequate funding that does not reflect the true cost of effective, comprehensive programs. This low cost-per-child funding now threatens to undermine program quality and decrease the comprehensive services to at-risk pre-school children and their families. This inadequate funding in Head Start is reflecting in the following areas of program operation:

Salaries

The inability to pay decent, competetive salaries is making it increasingly difficult to recruit and retain trained qualified staff. A 1988 study by the Administration for Children, Youth, and Families revealed that 47% of Head Start teachers earned less than $10,000 per year. Qualified staff are often forced to leave Head Start in order to meet the needs of their own families.

Frequent staff turnover make children wonder if they did something wrong, when really the teacher needed a job that paid enough to help her own family get above the poverty level and that provided essential benefits such as health insurance.

Adequate Staffing

A major reason Head Start has been successful has been the dedicated coordinators who provide Head Start's comprehensive services. These coordinators make hundreds of phone calls and personal contacts to see that children get to medical and dental appointments and that these appointments cost the program as little as possible; that children get new shoes when the family can't afford them; that families get to counseling when it is needed; that

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they get clothing and furniture when their homes are burned out, that parents learned basic medical care for a child with special needs, and that parents learn parenting skills. Sufficient, properly trained staff are crucial for the delivery of the full range of Head Start's comprehensive services.

However, limited funding has forced many Head Start programs, even fairly large ones to combine or eliminate these positions to reduce costs. A recent analysis showed that 71% of Head Start programs nationwide had social service caseloads of greater than 60:1. 17% of Head Start grantees lacked a full-time Social Service Coordinator, 12% lacked a full-time Health Coordinator, and 18% lacked a full time parent involvement coordinator.

Class Size

Many Head Start programs have been forced to increase class size in order to reduce costs. Considering that Head Start classes include handicapped children (13.3% in 1988) and children with other special needs, maintaining Head Start's traditional small class size is essential for program quality.

Transportation

Limited funding has forced many programs to reduce or eliminate transportation services for children and families. Without such services, children and families who most need Head Start may be unable to participate. Additionally, limited funding for transportation sometimes forces programs to postpone necessary maintenance or replacement of old or inadequate vehicles.

Some of the children who are in greatest need live in rural areas. Programs with limited funding sometimes cannot afford to bus these children into centers.

yet these children should be served. Certainly when these same children reach school age, the school will have to serve them. But by then, without Head Start services, these children may already be behind others in their school.

Facilities

Many Head Start programs operate in facilities that were not designed for use by children. These facilities may be inappropriate, inadequate, or in some instances even unsafe. The Mississippi Head Start Director's Association has estimated that 25% of the facilities in the state should be replaced. In addition, limited funding has caused some programs to close neighborhood centers, consolidating into larger central facilities distant from the low income families to increase "efficiency."

Length of Service

Some programs have been forced by limited funding to shorten their service (fewer hours per day, fewer days per year). Such reductions threaten to limit the impact of Head Start services and certainly reduce the program responsiveness to local needs.

Training

Appropriately trained staff are important indicators of program quality and are essential for the delivery of Head Start services. Research has shown that trained teaching staff are essential to high quality early childhood programs. For this reason the Child Development Associate (CDA) Credential will soon be mandated for each Head Teacher in Head Start. However, training these staff members is costly. Additional, ongoing training in necessary to assure

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program quality. However, training funds and resources have not kept pace with program growth or inflation, and it has become increasingly difficult to maintain the high level of training once integral to Head Start.

Staff members other than teachers also need training. Head Start social workers traditionally have been people who knew the neighborhoods and who were good at making contracts. Now these workers face such problems as drug abuse, family violence, teen parents, etc. These workers need training to deal with these situations and to know when and where to refer others to professionals who can help.

Overall, the problems confronting today's children and families are greater than ever before, and Head Start programs must have the resources and staff to address those problems. However, the low salaries in Head Start today will make it increasingly difficult to recruit and retain staff with the needed skills. Without specific initiatives to improve salaries, children who most need the the comprehensive, high-quality preschool experience that Head Start can provide will suffer. The people who work for Head Start have never done so because of the high wages, but they must be paid living wages. Because salaries are such a critical issue in Head Start today, we urge you to include a "set-aside" for salaries.

We are asking for 1.5 billion dollars in additional funding for Head Start this year with increases in each of the subsequent three years. Our goals are to 1) ensure services to all children eligible for Head Start within the next four years, 2) insure a quality program for Head Start children and families, and 3) provide sufficient

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salaries and benefits to be able to recruit and retain quality staff. We are looking to this committee to provide us with the funding to meet these goals.

The success of Head Start has been due to its comprehensiveness, the variety of its program, and most of all, the involvement of its parents. It is hard for me to talk about head Start without shanng some of my own experiences. I am just one of many examples of how the Head Start program has helped children and their families. I marned at 16, then had seven children. I had four children before I heard about Head Start. When my fifth child was four, I tried to get him into Head Start, but there were no slots. Even though he was blind, his name went on a long waiting list, and he never got into the program. There were no other complete, affordable, preschool programs available. I could not work because I had no place to leave my children, especially my son.

My last two children did attend head Start. There was a lot of difference between them and my older children. My first children went to school with no confidence, but the children who went to Head Start began school with confidence and expected to do well. I am proud to say that my youngest daughter is an all "A" Honor roll Student. Head Start provided sound, comprehensive services, which gave her a good beginning. It gave her feelings of success, increased her self-esteem, and made her thing she could succeed in competetive situations. She still faces challenges with confidence.

One reason quality staff are so important is because a relationship of trust and confidence must be built between staff and families if positive changes are to occur in a low-income home. Families have a lot of pnde. They don't want to admit to problems in their homes. I still might not have been able to talk about my

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personal life if I had not established a confidential relationship with my child's teacher. She became my friend. All the other parents were her special friends, too. Building on that confidential relationship of trust and respect with that teacher, I was able to admit to problems and deal with them. Again, it was not a unique situation. I witnessed parent after parent come in with unadmitted problems. They would slowly build a close and confidential relationship with a teacher or social worker and the home situation would improve.

This close relationship led me to get involved with the Parent Committee which gave me the confidence I so badly needed. Gradually, skills and abilities that I was afraid to use surfaced without my even knowing it, and I went on to get an AA Degree in Child Development. It takes a special staff to encourage and support a single parent in getting a college degree while raising seven children. I was lucky that I had that consistent support, that quality staff.

Unfortunately, that is not always the case. Staff turnover is high at our centers. Some Head Start directors have told me that their teacher-turnover is fifty percent a year. It is impossible to provide a consistent, high-quality comprehensive early childhood education program when you have a high staff turnover rate.

I was a head Start parent, so I know the real value that Head Start can have for children and families. I have worked with my local program, and now, as President of the National Head Start Association, I have had the chance to travel and to meet people from many Head Start programs. Without Head Start, there is now way I could have done many of the things I have been able to do.

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In conclusion, the National Head Start Association would like to see every eligible child receive Head Start services within the next four years, to insure that we retain a quality program for children and families, and to have a salary set-aside to assure that we can recruit and retain quality staff. We recognize that the serious salary problem Head Start faces cannot be solved in a single year. We encourage this committee to make provisions to remedy this problem by 1994 by establishing a salary set-aside sufficient to increase salaries by ten percent per year above inflation. Such a provision would increase the salary of the average Head Start teacher to approximately $14,000 in FY'91. The Head Start Reauthorization Bill introduced by Congressman Kildee provides us with the provision to help us reach these goals.

Mr. KILDEE. Thank you very much. Thank you for your testimony.

Let me start with Dr. Renier.

In American business very often there are two streams of efforts that we very often move with and struggle with sometimes. One is production, and the other is quality control. I have seen that in business, where production gets ahead so we have got to push out the product and the numbers, quality control stay low, and very often when production gets stronger than quality control, it can mean big problems for that company.

Do you find something similar to that in Head Start, applying that experience of American business to try and balance production and quality control?

Mr. RENIER. Well, I don't know that much about how to run a Head Start program, but I would say the following: I would vote on the side of quality every time, and on the other hand, I think the dilemma that is being addressed here also relates to the question.

If you try to draw an analogy with what is going on in school systems today between production and a corporation like mine, and schooling in general, especially at the early ages, what has happened with the single-parent family phenomenon—I believe this to be the real root cause, or the nonparent family phenomenon—is that the schools that were designed to separate a product from an infrastructure, that worked well for many, many years, a product which is quite uniform, that came from neighborhoods where there were mothers and groups of mothers, and that system now is a big production system that is being asked to adapt every other day to a changing situation.

And I think lack of quality control on incoming material, if you want to call it, into this school system, which in the early ages is like a production factory in my view—later on you could argue about that, but certainly in the early ages is this, I think the analogy holds—is the greatest destructive force to K through 12 that you could imagine is far more significant to me than curricula or anything else.

If you talk to kindergarten teachers, they say, you know, you can handle one discipline problem with 20 kids in the class. But if you have five, six, and seven, and a lack of parental involvement, the whole thing turns into chaos, and I can't speak to that, not being a teacher, but it makes sense to me, as the head of an organization that wouldn't accept anything that would tear and bring down our whole productive capacity, simply because what was being fed to it was so variable.

I think Head Start addresses this thing head on.

Mr. KILDEE. My analogy is limp, I recognize that, but if a production facility is receiving raw material with some basic deficiencies, then the quality control and quality standards to turn it into a good product have to be even more carefully applied.

Mr. RENIER. That is right.

Mr. KILDEE. I think our generation, you and I, we had probably in our day more two-parent families, and we are finding more single-parent families now. We are finding other factors, drugs coming in, and even into West Virginia and places where you would never have believed it if someone told you that a few years

ago. Very often some of the material when we use that term, it requires a great deal of resourceful quality control, especially in the early years.

I taught high school for ten years, I told people in my real life I was a schoolteacher, and you could really tell the difference between those who had really a good start in education and those who didn't have a good start in education. What a world of difference it made on the high school level, those basic skills, and the basic realization that young persons could achieve.

Success generates success, and if a child is given the realization that he or she can succeed, that alone is a great thing in that child's development. But if they are programmed for failure from the very beginning, you could have real difficulties later on. I think Head Start does give them that chance to succeed and realize, yes, they can succeed, and are not being programmed for failure.

Thank you very much.

Mrs. UNSOELD. You have been a wonderfully inspiring panel, and the world is enriched having you doing what you all are doing. I have struggled with trying to get the business community and education together in my area—and is it pronounced Renier, Dr. Renier?

Mr. RENIER. That is right.

Mrs. UNSOELD. I would like to ask how you got educated. How you came to have the understanding that you obviously do, because I need to figure out how to help more of my business community gain that understanding.

Mr. RENIER. Well, early on, I have eight children, and I had to raise five of them by myself for seven years, so I think I know some of the problems of the single parent. However, I was not poor. I wasn't rich, but I wasn't poor. And I know how difficult that is, even in the best of circumstances, and how the infrastructures are not designed to accept that. At that time even the church infrastructure, it has improved quite a bit, and so I experienced that.

Second, I am beginning to see these alarming statistics that I have been talking to you about, and we see them creeping in more and more and more and begin to worry about our competitiveness.

Another thing we see is Honeywell's medical bill right now is approaching $200 million a year. It is climbing at an astronomic rate, and there is a new part of it that is really quite frightening, and I think it has great potential impact in the future. It is the part that is concerned with alcohol abuse, drug abuse, and interestingly enough, psychiatry, and I ask you how much psychiatry in terms of treatment is enough?

We try to control our medical costs, even in 1989 we have been running along after a few years of very, very creative programs with the providers and the middlemen and the insurance companies, all of this sort of thing. We had gotten things down to, which was still a high level, but at least at a reasonable level, and last year it jumped out of the box again, and there was a big surprise at the end of the year, and now we are looking at upwards of 18 percent increase in 1990, and perhaps even bigger increases beyond that. And when you really tear these things apart to see what is causing it, you begin to see it as one element which is not the ma-

jority, but is now becoming a much bigger part as the one I described.

I think that is just one of many, many, many things we are concerned about. I am very concerned about competitiveness of American industry, and all of our forecasts say by the year 2000 we are going to have to count a lot on the kinds of folks that are to receive Head Start aid today.

And so then I get involved in the Committee for Economic Development, which as you know is a creature to some degree of the private sector which has done excellent work in its field, got involved in its committees and then became a disciple, and that is why I am here, and now I am leading the next study. I am concerned that not enough people really know what is going on in this area. I believe the American people, given the facts here, will respond and respond strongly, because I strongly believe in our country that we do love our children, but I believe, you know, the superhighways that drive over the devastation, you don't have to look at it, and many other things that have caused us to become a little bit inured to what is potentially the most serious problem our country has, and that is why I am interested.

Mrs. UNSOELD. Thank you.

I personally believe that there is nothing more vital to our national security than how we educate our children, and you are a continuing contributor.

Mr. RENIER. May I say one more thing. You mentioned the Ypsilanti, and we are very familiar with that, and there have been many studies to indicate that the return on investment for prevention in this business is very high. A dollar spent for prevention here is, depending upon the estimates you choose, worth anywhere from $6 to $10 spent later, and you are going to pay it, either now or later. So if you are a businessman, the answer is obvious.

Mrs. UNSOELD. That is a good way to put it.

Mr. KILDEE. Not only morally right, but fiscally right. I think you are not only a disciple, you are an apostle.

I will ask Mary Jane, and all of you may respond. Mary Jane comes from a rural area. Have any families had to drop out of either of your programs because of a transportation problem? Is transportation a problem in Head Start?

Ms. BEVINS. Any rural area has troubles with transportation. It is not so much families dropping out, it is making the program available. You know, it is terrible to say that you have to set a limit on how long a child can be on a vehicle, but many times you will have a family, you may have to go, say even 30 minutes to an hour out of the way for one child.

We have done this, where it was a special needs child, you know, where there was a handicapping condition or a special need in the family. We have either taken our vehicles as far as we could and then maybe arranged for someone else to bring that child out to a point. But I agree with the statement that was made earlier. There is never enough transportation. Dr. Lombardi pointed that out to the parents when they were talking, and that is true.

Fortunately in our area we haven't had them have to drop out, but it may have prevented us accepting for enrollment families because of where they were located, and because of the vast distance.

We try not to have children on vehicles more than an hour and 15 minutes. We would like to hold it to an hour, but we have not been able to do that, and sometimes we even make two runs to a center, you know, and have delayed, staggered times for children to be in.

But it is a problem, and I know that—well, we could service a lot more children if we had more vehicles and more drivers, but that is a cost factor.

Mr. KILDEE. The bill that Mr. Dodd has introduced in the Senate and I introduced in the House, we do reserve more dollars for transportation.

Ms. BEVINS. I do want to say one thing about the program improvement monies. They have allowed us to get a lot of new buses. We are now purchasing school buses, and fortunately we have been able, over the last two years, we have received funds for ten new school buses, and they do meet all the school bus safety standards, and I think that is something that has to be addressed, and that is that vehicles purchased with Head Start monies should meet safety standards.

I think we see a need, based on the kinds of things that have happened on discarded school buses and things that have caused, you know, accidents and deaths of children over the last couple of years, very prominently in this country. But, you know, there has to be money, you know, we are saying we want money for salaries, but there also has to be money for vehicles, for good facilities, upgrading facilities, making them safer for children, and there is just a lot of needs there that have to be considered as money is appropriated.

Mr. KILDEE. I have so many more questions, but we have another panel coming up, and actually, the four of you have been really a great panel today, various points of view, all complementary of one to another, and certainly extremely helpful to us as we go through the reauthorization process. I want to personally thank you. You have played a major role, and we will have a better bill due to the testimony of this panel.

Thank you very much.

Ms. BEVINS. We thank you.

STATEMENTS OF ALYCE DILLON, PARENTS IN COMMUNITY ACTION/HEAD START, MINNEAPOLIS, MINNESOTA; GARY STOKES, EXECUTIVE DIRECTOR, MID-IOWA COMMUNITY ACTION, MARSHALLTOWN, IOWA; AND STEPHEN JUAN KING, FORMER HEAD START STUDENT, GAINESVILLE, FLORIDA

Mr. KILDEE. Ms. Dillon?

Ms. DILLON. I am honored to have the opportunity to come before you in this silver anniversary year, celebrating 25 years of Head Start services to children and families. Aside from my own family, Head Start has been the single most important influence in my life.

My experience with Head Start began when I was a single parent of two young sons, living on welfare and separated from my husband, who was chemically dependent. My sons and I lived in a public housing project, on less than $300 a month.

Today, I am the Executive Director of Parents in Community Action, Inc., a parent-run Head Start program in the greater Minneapolis area with a $3.3 million budget. The organization is fiscally strong and meets Federal performance standards for Head Start programs. PICA enjoys Federal, state, and local support, as well as corporate, foundation, and community commitment.

In its early years, PICA Head Start served only 214 children, and was located in public housing projects, church basements, and public schools. In 1988, after spending nearly 20 years without a permanent home, PICA was granted $2.75 million from the McKnight Foundation, to purchase and create the early Childhood Family Development Center in Minneapolis. Today, PICA is serving 872 children and families, and is working with the City of Minneapolis to build an additional facility to serve more Head Start children. Next year, we hope to be serving over a thousand low-income children and families.

Mine is a success story. But am I, or is PICA, an exception? The answer is no. Is Head Start really responsible for all of these wonderful developments? The answer is yes. But how does Head Start allow people and communities to achieve such wonderful goals? What are the keys to its success?

Two major factors contribute to Head Start's success: the parent involvement component, and the flexibility of Head Start's program design.

Though all Head Start services are extremely important, the magic of Head Start lay in its emphasis on parent involvement. Head Start believes that parents are the primary educators of their children and that strong parent participation is the key to maintaining the long-term benefits of Head Start.

I first became involved with the program as a parent whose child was enrolled in Head Start in the public schools. In conversations with other Head Start parents, we found that the Federal mandate for parent involvement was not being fulfilled by our local school administration. On a volunteer basis, we gathered support from the majority of the Head Start parents and requested assistance from various community agencies. We founded our own nonprofit organization: Parents in Community Action, Inc., and applied to be the local Head Start grantee in competition with the public schools. We were awarded Federal funds to provide Head Start services in Hennepin County, and I was hired by PICA as an entry-level employee in the Social Services component. After eight years of service, I worked my way up to the position of Executive Director. To this day, PICA is run by Head Start parents—on its Board, Policy Council, and staff.

As a young low-income parent, I seized the opportunity to have a voice in Head Start program operation. Head Start treated me with respect and provided me with opportunities to grow, through training and support. As I continue to grow and develop as an individual and as a professional, I am able to offer other low-income parents the same kind of opportunities for training, employment, and self-realization.

Aside from its opportunities for parent involvement, a second major strength of the Head Start program lay in the flexibility of its program design. The Head Start program is regulated by Feder-

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al performance standards which ensure high quality services with certain uniform components: education, social services, parent involvement, services to children with handicapping conditions, and services in health, nutrition, and transportation.

At the same time, the Federal performance standards allow for local control in the design of programs. Across the country, Head Start programs are run by private nonprofits, community action agencies, and public school systems. As a result, the Head Start program is not academic and institutionalized. It is community based and highly flexible.

In designing local programs, Head Start grantees can choose from a variety of service options. With this flexibility, programs can address the needs of the diverse communities they serve: From Puerto Rico to Pennsylvania, Michigan to Missouri, urban, suburban, and rural.

In response to local needs, for example, PICA developed the Child Development Training Project a program in which Head Start parents undergo six weeks of child development training, earning the credentials to gain entry-level employment in Head Start or another child development program. Since its inception, more than 500 parents have enrolled and only eight have failed to complete the program. The Child Development Training Project has now been adapted to meet local needs in other communities, and has been implemented in Dade County, Florida and Auburn, Alabama.

With federally mandated services—and room for local innovation—Head Start allows agencies to accomplish the Head Start mission by responding creatively to local community needs. The flexibility of Head Start regulations creates enthusiasm among Head Start teachers and administrators, because they are free to assess community needs and come up with creative solutions. In addition, Head Start programs around the Nation share ideas and work collaboratively with one another, for the creation of optimum community services.

The same genius that allowed for local options in program design has also been responsible for Head Start's ability to meet the ever-changing needs of families throughout the Nation, and to remain on the cutting edge of early childhood and family development programs. Families today are not the same families of 25 years ago. But Head Start has been able to change with the times, and continues to succeed in assisting families to improve their quality of life and become self-sufficient.

However, despite our best efforts, despite strong Federal support for Head Start, despite matching Head Start dollars from the State of Minnesota, despite strong local leadership and an enlightened corporate community, despite the commitment of citizens in the great and beautiful City of Minneapolis and Hennepin County: only one out of every 10 children is served by Head Start in our area. Hundreds of eligible children are on the waiting list—85 percent of whom live on an annual family income that averages $6400.

As we watch with wonder and appreciation we see opportunities for a new life fast becoming a reality throughout the world—new opportunities in Europe and in South Africa. See to it that every

American child has new opportunities. Support the Head Start program.

We ask that you provide resources to ensure quality services; support existing program options that provide for local flexibility and control; and provide additional funding so that all eligible three, four, and five-year-olds can be served.

As you listen to these Head Start success stories, finish the work that great presidents and Members of Congress before you have started. Give every eligible child the opportunity that the American dream promises—a Head Start. Make a commitment to every child in this country whose family is losing sight of that American dream. Keep Head Start strong by supporting its infrastructure through improved staff salaries, training, and facilities. Expand Head Start.

In closing, let me thank you and say to you that I fully expect to be here before you on Head Start's golden anniversary—at a farewell party for Head Start.

For I truly believe that if we are to survive as a Nation, it will be because we no longer need Head Start. That instead of a golden anniversary, each child in our nation will have a golden opportunity—one that affords a positive, healthy, well-educated future. On Head Start's golden anniversary, we will declare that the War on Poverty started 50 years before has been won. A War on Poverty that has succeeding in guaranteeing all American children their inalienable rights to life, liberty, and the pursuit of happiness.

It is with deep gratification and honor that I salute you and stand with you in opening up the second front of this War on Poverty during Head Start's silver anniversary year.

[The prepared statement of Alyce M. Dillon follows:]

Alyce M. Dillon, Executive Director
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Committee on Education and Labor
The Honorable Dale E. Kildee, Chair
U.S. House of Representatives
320 Cannon House Office Building
Washington, D.C. 20515
Subcommittee on Human Resources

Chairman Kildee, Committee Members:

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work collaboratively with one another, for the creation of optimum community services.

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It is with deep gratification and honor that I salute you and stand with you in opening up the second front of this War on Poverty during Head Start's Silver Anniversay Year.

Respectfully submitted,

Alyce M. Dillon
Parents In Community Action

March 2, 1990

Mr. KILDEE. Thank you very much for your testimony.

Mr. Stokes?

Mr. STOKES. Mr. Chairman, thanks for inviting me. I think I am bringing good news and bad news to you today. As director of the organization that has managed Head Start for 25 years in our community, I can tell you we have learned a lot.

That is part of the good news, and as a matter of fact, our organization has become an important national laboratory in experimenting with ways to get our most dependent, fragile families out of poverty, and with the family development approach that we have created, an approach that is holistic, an approach that gets to know the whole family, that puts a stake in the low-income family and sticks with them for two years until they are free of all welfare and public assistance, I can tell you that there is great hope for us all in this society as we address these urgent problems.

We are currently operating two major Federal research projects. We are one of 22 grantees funded by Congress to work for the next five years in a comprehensive child development program, and another national demonstration program for two years to test our family development approach and its ability to get dependent families out of poverty. We have learned that if we stick with families for an average of 23 months, our most dependent families, that we can help them rise out of poverty.

The families that come to us average $8250 in welfare benefits, and when they leave our program, 23 months later, are receiving zero welfare benefits, and that includes—they receive no housing assistance, they receive no reduced-price lunch at school, they receive nothing.

So we are very excited about the potential of the family development approach we are using. The paradox is that the Head Start social services and parent involvement model, which we have operated for 25 years as I mentioned, and which inspired our design, is no longer a place where we can use the design, because the Head Start program is so terribly underfunded. Our average cost per child would have to rise over $1000 per year to simply be able to do with parents and with the entire family what we are doing in our other experimental projects in our agency.

Our underfunding has become so severe that even though every time the Federal Government has encouraged us to expand our Head Start program over the last five years, we have applied, and no one has mentioned yet that when we apply for expansion to HHS we have to compete with other applicants, most of them are not funded. Only those that come in with the lowest cost are funded.

And so in order to expand our Head Start program, which as I said, we have done several times, we have increased by 50 percent the number of Head Start families we have served over the last 13 years, we create a lower and lower per child funding in our overall program, putting more and more stress on our agency. So we have—we are at the very worrisome point where we are very reluctant to apply for additional Head Start expansion, because we cannot guarantee anybody a high quality program if we do.

It is not unusual for us to have 100 percent teacher turnover per year. That means that we don't build up skill, knowledge and atti-

tudes that create a quality program, and this disturbs us very much. We only see Head Start families, because of the emphasis on four-year-olds, for nine months, and I have already mentioned that our developmental program to get families out of poverty takes 23 months.

So even though two-thirds of the families in our current Head Start program are on AFDC, and in other words are just the fragile, dependent families that I would most be interested in addressing with our agency's work, Head Start's funding for social services and parent involvement is so low that we have only the very, most minimal contact with families, and therefore really are at a point where we make little systematic attempt to help those families rise out of poverty.

So whereas our agency is a place where I can call up and say hey, I would like to get out of poverty, I would like to get out of welfare, we can address that desire with some of our projects, Head Start, however, is not one of those projects. Head Start is not that program. I don't want to be discouraging about all this, but I do want you to know that we are not able to use our most advanced technology, our most advanced knowledge, and our most advanced processes in the Head Start program because of this critical problem of underfunding.

The Head Start model I believe in design is just as good now as it was originally. The social services component of Head Start described a family development program that would help a family rise out of poverty. That fact that that doesn't happen very often, I believe, is simply a matter of underfunding of that component.

So to summarize, I would encourage us all to—I hear today that I have lots of agreement—to think about the quality of this program. I believe that the quality of this program has been neglected, I think it holds great promise, but I think that the issue is urgent, and that if we don't act soon, we will see a more abundant problem.

Thank you.

[The prepared statement of Gary Stokes follows:]

[illegible]

we believe our country stands at a cross-road. We understand more fully than ever before the physical, emotional and intellectual dangers which exist for families who live in poverty. And, perhaps for the first time in our country's history, certain demographic and economic facts have brought us to the realization that we cannot afford to waste or ignore the potential of any one of our citizens, even the least among us. Fortunately, we also understand how to do something about poverty. We have the skills, knowledge and ability to help poor families turn their lives around and become productive members of our society. Properly funded, Head Start can become an important and vital tool in that effort.

Mr. KILDEE. What is happening in awarding contracts, does HHS find it easier to award contracts to the low bidder? I know over in the Pentagon very often they didn't want the low bidder, the B-2 bomber, they want quality, don't they?

Mr. STOKES. Maybe there is an idea here. We could get it over in the Pentagon.

Mr. KILDEE. It would probably be funded much better.

But really the picture of competing, and to compete very often HHS is attracted towards the low bidder, and if you really want to improve your program, you would put yourself in a competitive position to raise the quality of the program.

That is something I think we really have to address in this reauthorization. We have to put some stop on the department and not leave it up just to their whim of saying well, here is a cheaper program; I think we ought to really be creative in the language that we put in this bill to make sure that they aren't tempted and yield to the temptation to just to say well, here is a way to increase numbers, but save dollars, which in effect will decrease quality.

I think you raise a very good point and I want to make sure we address that in this reauthorization. Not just more money to authorize, but how we let those monies out and how we determine who will get them, I think you raised an excellent point.

Mr. KILDEE. Mr. King?

Mr. KING. Thank you, Mr. Chairman and other distinguished members, I am genuinely pleased to be here to testify before a committee that has supported Head Start throughout the years.

I am Stephen Juan King, a former Head Start student. I regard Head Start as the first step in a series of steps towards my complete integration in American life, specifically American institutional life.

By complete integration I mean feeling that I am not an outsider or I am a minority in a sense that the purpose of an institution is for the benefit of a majority. Too often, people who share my background feel undesired and disrespected, and most importantly discriminated against in American institutions, whether they be economic, social or governmental.

I grew up in a little town called Auburn, Alabama, on the side of the town where the pavement ends. It is distressing to reflect upon those aspects of my life, but literally the pavement ended right in our neighborhood, and it was obvious that we were systematically slighted in terms of social services.

Our first house, which my parents were very proud of because it was theirs, had only four rooms. My brothers and I all slept in one room, and we had a little sister, we still do, and she slept in another room. My mother did not have a high school diploma and worked as a domestic. My father, whose formal education ended in the ninth grade, worked as a store clerk. We had an extended family and lots of love, and I never really knew we were poor, but we were.

When I was young, my mother went to a meeting of the Alabama Council. They had a program for people who couldn't read and write. My mother could read and write and she is firmly committed to education, but she asked if they could start a program so

people could get their GEDs. They did start a class, and my mother got her GED.

Alabama Council started a Head Start program for five-year-olds, since there were no public kindergartens in Alabama. I was able to attend that program during its first full year. I remember the bus coming to pick us up and later drop us at home. Without that bus, I might not have been able to attend Head Start and I would have been deprived of many experiences.

What I remember most about the Head Start program is the introduction to a wider range of experiences. Regularly, we were taken to movies for children at a local theater. Organizing such an activity made the white-owned and operated cinema and normally white-patronized cinema less intimidating for a five-year-old black kid from Auburn, Alabama. The regular dental and medical checkups sent a clear message that an area outside my regular family cared about our well-being.

I would like to add here that at no point at that time or since have I felt stigmatized by having been a participant in the Head Start program. There are other social services offered that my parents refused, but Head Start never left that connotation, and in fact I was a bit surprised when it was presented to me as a poverty program.

Perhaps more than any other factor, I am a believer in Head Start because I remember it as an enterprise in which blacks and whites overcame much racial conflict. In very segregated Auburn, Alabama, blacks and whites could work and learn together. The adults I met through Head Start, teachers, nurses, administrators, volunteers, cooks, and others were of African-American and European-American backgrounds, as well as other backgrounds. The center I attended was housed in a Quonset hut which was also used as a Sunday school for an all-white Catholic church.

After my mother got her GED, she began to work in the office at Head Start. There were mornings when I woke up to find my mother and the Head Start director talking or working at my house. It was unusual to find a white person in a black neighborhood at that time and it still is in Auburn, Alabama, but since we had no phone, that was the only way the program director could talk with my mother on weekends or early mornings when she wanted to. I thought of it as normal that people from various cultural groups could be colleagues and friends. They mainly cared about the well-being of the Head Start students.

I would like to add that I have not come across any American enterprise since, including the Peace Corps, where I served for two years, which demonstrated to the same extent the ability of American cultural pluralism to work.

When I was eight, we moved. My parents had worked hard and we were able to buy a larger house. We only had two in a bedroom, and the water pipes worked and we had a paved road.

I am 28 years old now, and the Head Start experience is over 22 years behind me. As I said in the beginning, I regard Head Start as the first step in a series of steps towards my full participation in American institutional life. The point may seem banal, but I think it is important and worth repeating. People from humble financial backgrounds or cultural minorities often feel unwanted or disre-

spected and discriminated against in American businesses, schools, and in other institutions. For many of us, Head Start is the first significant step toward alleviating that problem. With Head Start I began to feel more at home in the larger society, I began to attain social skills and got an early start on the development of academic skills.

At this point I would like to join the chorus of voices who have asked that Head Start be funded so that all eligible people can participate and the quality of the program can remain high. I see this as the most basic problem from my perspective in that without doing that, without an institution reaching out to our community, what is going to happen is we are going to maintain this syndrome of saying that the system is out to get us, focusing on the destructiveness of institutions, rather than the potential nurturing that institutions can provide.

I am very pleased to hear from the business community that they are interested in our talent, and I feel like I am preaching to the converted to an extent here, but to see our policymakers at the highest level sincerely interested in reaching out to our community, and I think to—I think that it would be a very significant step if we could provide these services for all.

To highlight some of my accomplishments, I would like to share with you that I was the first black editor of our Auburn High School newspaper. Upon graduation from high school, I received a four-year National Achievement Scholarship. This is part of the National Merit Scholarship Program, which is awarded to the top one-half of one percent of all of the black people taking the Preparatory SAT, and the score is also high in comparison with the general population.

I attended the University of Florida, graduating in English with honors and in political science. From there I went to the Peace Corps and served for three years in Morocco. I speak fluent French and have a good working knowledge of Moroccan Arabic.

During part of the time I was assigned to Dauouizerth High School in Dauouizerth, Morocco. I was also an English teacher at the University of Sidi Ben Abdellah in Martil, Morocco. The next year I directed an American language center, carrying out administrative duties and teaching. Much of my administrative work was done in French and in Arabic. There I met the lovely young woman who is now my wife and who is completing a university degree in computer science.

Upon returning, I received a four-year doctoral scholarship at the University of Florida. Presently I am two years away from completing that degree. Since I believe in having a diverse educational experience, I am considering other universities and have been accepted in the PhD program at the University of Chicago and Duke University. My focus is on comparative politics. I want to be a specialist in Middle Eastern politics and comparative politics theory.

I would like to add that I am also from a family of achievers. My oldest three brothers, who never actually attended Head Start, have benefited by being part of the extended Head Start family. My mother was always determined to improve herself and the rest of us, and Head Start supported her efforts and helped enable her

to achieve her own goals, which set a standard for the rest of us to follow.

After my mother obtained her GED, she worked towards a BA. For a while, every Friday after work, I can remember these weekends, after Head Start she drove to Atlanta and spent the weekends in classes and studying. She got a scholarship and spent some time studying in New York and Washington, DC. During that time, my three oldest brothers were in college. And there was some friendly kidding in the family about who would finish college first. It took my mother 11 years, but she got her degree, and she has done some coursework towards a master's.

She set a standard that the rest of us have had to try to keep up with, and I would like to say that I think we are a successful family, but the real success story is my mother in my family, because we are discussing partly how to achieve in a disadvantaged situation, but her situation was far more disadvantaged than mine.

While my father did not complete his formal education, he no longer works as a store clerk. Instead, he is produce manager in a large grocery store. He and my mother have been married for 36 years. He has provided for his family in an admirable way and has helped see that the rest of us achieve the goals we have set.

My oldest three brothers have completed college and two of them completed graduate school. Lewis is owner of an Arby's in Douglasville, Georgia. Mark is working for the city of Atlanta as Energy Manager for the Housing Authority. Stanley is an assistant football coach at the University of Southern Illinois in Carbondale, and he had. I am not sure anymore, he had professional level athletic ability; he wants to open a fitness center for adults and a day care center for children.

Tim is employed full-time at Falk Corporation and is a graduating senior at Auburn University in the area of speech communications. Michelle has just completed a pre-law degree at Auburn University and is applying to law school.

My mother still works for Head Start, even though she has been offered a much higher paying job at Auburn University. However, she is no longer doing secretarial work. Now she is the family services/parent involvement coordinator for the agency and supervises a staff of her own.

Through my mother and her colleagues, I have witnessed a commitment to the service of mankind. Certainly, they had an impact on my decision to serve in the Peace Corps. From this and other experiences, my service orientation was developed. At the present time I want to be an Arabist, a specialist in Middle Eastern affairs, partly because the attainment of analytical perspectives, historical facts, and cultural and language knowledge of the area will allow me to go beyond intercultural conflict on a world scale. The Arabs are more like us than we think. I work toward human knowledge and development. In a sense this is what I believe the Head Start program is all about.

I feel that Head Start has been a very positive influence in my life, and that without this program, my life and the life of the rest of my family might have been far different. It is my hope that the Head Start program can be expanded so that all of the children who are eligible can attend the program and share in its benefits.

In addition, I hope that the Head Start program will be allowed the funding to work towards being a program of even higher quality.

When I was in first grade, we learned the alphabet, numbers, brushed up on colors and began to learn to read. Now all of these things are learned in kindergarten. As we as a country push to increase the quality of our high school and college graduates, to meet the demands of various industries, we are in turn pushing younger children to learn more and faster. It amazes me to see what my young niece and nephew are learning.

Even in our small town—my mother tells me that the problems now facing our social services staff are great. Even in our small town there are drugs, alcoholism, and all too often the result is harm done to children. Those are problems that I am thankful that I never had to live with, but too many children today do. Some of them need Head Start as a safe haven away from homes that are difficult.

If Head Start is to continue to turn out young people like the members of my family, it will need to be able to have the funding to keep trained, dedicated staff members and to provide the transportation, materials and other things needed for a program that can help and support children and families in our world.

And if I can conclude with a metaphor, I would like to say for people of my background, Head Start is a bright star in a dim galaxy, and I wish it all the success.

Mr. KILDEE. Thank you very much, Mr. King. Your testimony really is a testimonial to what Head Start can do. If I recall, your mother testified before this subcommittee at the last reauthorization. Very good.

How old were you in the Head Start program?

Mr. KING. I attended Head Start for two years. I was four and five.

Mrs. KING. Your birthday is in October, so you started at five and you were there five and turning six.

Mr. KILDEE. You would feel then it is very important that we keep Head Start, even with these additional dollars, not just for four-year-olds, you would want to make sure that five-year-olds could——

Mr. KING. Yes. And even further than that, giving the Head Start administrators the flexibility to look at each child I think is very important. They tell me now that I was a shy child who lacked social skills, despite the fact that there were six children in the family, and part of the decision, besides my birthday being late, to keep me in Head Start was to give me extra attention, and I think I benefited from that.

Mr. KILDEE. I am glad they used that flexibility down there at that time, and I wouldn't want to deprive them of that flexibility now, and you convinced us. I think it is really impressive. I think very often when we look at programs, we should always look at those who are really the customers; right? Those who are being served, and you certainly are an example from unpaved road to close to your Ph.D. right now, and that is excellent.

You are an example of what we were told earlier, that this is not only a morally right, but it is fiscally sound. You will be in your lifetime a contributor to society, indeed a contributor to the Treas-

ury, rather than one drawing upon the Treasury. It is really a fiscally sound program, and also one that promotes and enhances human dignity. And by the way, you have chosen a great field to go into.

Mr. KING. Thank you.

Mr. KILDEE. That area of the world is becoming increasingly more important, and I think that is a great field that is very important to the whole world, so I congratulate you on that. I hope that our paths will cross again. Maybe I will be around, if God is willing, I will be around on the golden anniversary, and you will still be young. I wouldn't be so young anymore, but I hope our paths will cross again, if I can ever in any way be of any assistance to you on a personal matter, call upon me.

Mr. KING. Thank you very much, Mr. Chairman.

Mr. KILDEE. I think Stephen certainly has shown the need for flexibility. The President has suggested a half billion dollars more for Head Start. I am very pleased with President Bush on that, and I think he deserves credit for that. It makes our job easier when the President is behind us in that fashion—but would you agree that we should allow local agencies to retain that flexibility as to age and who they would serve?

Mr. STOKES. I certainly agree with that, Mr. Chairman, and I think because Head Start has been such a successful program, we are very reluctant to ask ourselves how is Head Start relating to everything else we are trying these days. We are afraid, I think rightfully, that if we start talking about a larger picture, we will lose sight and somehow it will fade out of the picture, but I think we are in an era now where we must see how Head Start relates to other efforts. And my hope is that ten years from now, if we are all here again talking about this, that Head Start will have a much larger dimension.

Let's keep the words, since everybody likes Head Start so well, let's build on Head Start and think about an early comprehensive child program that gets families out of poverty with very early intervention. I think we have to broaden our vision, we have to think about how local operators can bring in other funds.

It is so terribly difficult, as others have testified, to do that. Every piece of the fragmented welfare system has its bureaucratic constituency, and we really jeopardize our local organizations if we try to integrate funding.

I tell you that with expert testimony. We have done it, and it has been a ferocious battle for us every step of the way. We need, we need your leadership in providing at the legislative level tremendous creative flexibility. I think if we have that, we will bring additional resources into Head Start in addition to what we are able to provide, and build a stronger program that begins early and that goes beyond what we usually think is the ending for this model.

Mr. KILDEE. Ms. Dillon, how important do you think the training element for Head Start is, how important is that to the success of the program?

Ms. DILLON. Chairman Kildee, Congresswoman Unsoeld, I think that training is absolutely integral to the ongoing success of the Head Start program, not only in terms of staff, but in terms of parents as well. We have a unique situation in the area that I am

from in that because the last quarter ends in December, our unemployment rate in the Twin Cities is 2.9 percent. What we have in our area is job availability and unemployment, but the people who are unemployed do not have the skills to take the jobs that are available.

We have put a great deal of emphasis in our particular local program on training from entry level kinds of training like I mentioned in terms of early childhood for parents, we are a case manager for the state, voluntary welfare reform program, we case managed Head Start parents to get them into long-term training and education opportunities.

Our philosophy is that you can have the most wonderful comprehensive service on earth, but if you don't get parents self-sufficient and off of dependent kinds of funding, you are going to lose over the long haul, which directly relates, Mr. Chairman, to this issue of local flexibility, and local program design.

A perfect example is my organization, which is a part-time Head Start program, and we have designed a model in our particular community that operates on a split week, rather than a split day, so that children get as many hours as is possible, but at the same time, parents who would come have a week from 9:00 to 3:00, the children do, an opportunity to get involved in long-term training and education opportunities and GED programs and get the kinds of support that they need that will allow them the opportunity to initially get their feet wet and ultimately get off of welfare.

I think that the issue of flexibility is not just the four-year-old issue, but also, there has been a great deal of pressure on our organizations throughout the country over the last decade to confine our programs to a standardized model of four half-days a week, and it will be very destructive to the kind of work that local grantees are doing. We have got very different needs in our local communities, and to design training programs in my community is very different than to design training in the West Virginia community that you heard about earlier. We have very different needs and different populations.

So I think they are both very important.

Mr. KILDEE. I think Ms. Unsoeld and I would both agree that we have to put somewhere in the authorization language some way where programs aren't discriminated against because they cost a little bit more or favored because they cost less or don't meet a certain model that may be the model that was the hit parade model with the Department over there. So I think that will help us as we develop, that will be not only the dollar amount, but as we are able to put language in this authorization bill.

Ms. DILLON. And Mr. Chairman, if I may, actually within the current Federal performance standards the allowance is already there for local program designs, it is a movement and a deviation from those existing standards.

Mr. KILDEE. And what happens, they have a bias of a certain thing and you begin to find out what their bias is, so you often have to make your application as close to their bias as possible, so we have to see what creative way we can minimize this.

Mrs. UNSOELD. I just want to thank this panel also, not only for what you have taught us, but for the additional inspiration you

have given us, because we still have a job ahead to not only reauthorize the program in the way that we feel you have all suggested, but also to get the necessary dollars. So thank you for your help in this effort.

Mr. STOKES. Good luck with your work.

Mr. KILDEE. Today has been a historical day for Head Start. I think this has been a fantastically good hearing and I am going to disseminate the testimony widely, because I think that you really helped us focus on what Head Start has done, what it must continue to do, and what we must do in the authorization bill to make sure that it is a program that is dynamic, taking care of the needs of a changing society; and I think you really focused well, all the witnesses here today, and I really thank you.

Stephen, you and I will contact one another from time to time, okay?

Mr. KING. I hope so. Thank you very much.

Mr. KILDEE. Keep the record open for two weeks for additional testimony.

[Whereupon, at 12:40 p.m., the subcommittee was adjourned.]

[Additional material submitted for the record follows.]

The Junior League of Jackson, Inc.
Post Office Box 4709
Jackson, Mississippi 39296-4709

March 12, 1990

Representative Dale Kildee, Chairman
Human Resources SubCommittee
Health, Education, and Labor Committee
320 Cannon House Office Building
Washington, D.C. 20515

Dear Representative Kildee:

As the committee considers the annual reauthorization of Head Start legislation, I want to bring to your attention the possibility of incorporating Missouri's "Parents as Teachers" (PAT) as an expansion of existing Head Start service. I feel certain you and your staff are well acquainted with the merits of PAT, however, I am unsure if you realize that, in addition to being an outstanding program, PAT can also be incorporated into existing programs as a program component. The Junior League of Jackson, Inc. through The Center for Family Education, Inc. (CFE), has been working with our local Head Start agency to expand this model into our community.

CFE is a private not-for-profit agency based on a model of family development that seeks to provide ongoing support for families from a child's birth to independence (See attached). CFE operates under the two-fold purpose of delivering service to a designated high risk neighborhood in such a way as to become a program model. The initial CFE programming effort was a three and four year old preschool because of the immediate educational and economic impact such a program can make as demonstrated by Head Start. We are, therefore, similar in population and programming to Head Start programs. By incorporating PAT into our service, we are providing our "hard to reach" families a parent empowerment program that might otherwise be unobtainable.

Our experience, verified by Lizbeth Schoor in Within Our Reach, is that families require support at each phase of transition and are particularly receptive to new learning at childbirth. We use PAT with its 0-36 month target population as the foundation of our service to families and first used it with families of children we were serving in the PreSchool. With the documented results of PAT, we are sure that other siblings in these families will come to us as competent three year olds from confident parents ready for additional growth in a preschool setting. Importantly, using the model for "Parents as Teachers in the Child Care Setting," existing personnel are trained as Parent Educators rather than additional employees hired; thus, service is enriched and benefits multiplied while cost is kept to an absolute minimum.

In closing, I must stress that PAT is a program for all families...a program shown to be successful in spite of the risk factors affecting the family. I hope you will enter our comments into the Hearing Record so they may be properly considered.

Sincerely,

Jane Patterson Boykin

Jane Patterson Boykin
Executive Director, CFE
Member, Junior League of Jackson

cc: Damian Thorman

PROGRAM DESIGN BASED ON THE FAMILY DEVELOPMENT MODEL OF THE CENTER FOR FAMILY EDUCATION, INC.

STAGE OF FAMILY DEVELOPMENT	CHILD* (PIAGET)	PARENT ** (GALINSKY)	SUMMARY - CHARACTERISTICS OF CHILD* AND PARENT**	COMPONENTS OF PROGRAM DESIGN
Stage 1. Preconception Birth	NA	The Image Maker	CHILD: NA PARENT: Preparing for parenthood by setting image of what child, parent, family will be like.	Target pregnant women (and mates) focusing on realistic goal setting in addition to traditional nutrition, health and child development.
Stage 2. Birth – 18/24 months	Senson-Motor	Nurturing	CHILD: Developing five senses and motor skills. PARENT: Establishing attachment to child.	Focus on parent/child activities based on child's physical, emotional, cognitive development. Provide continual assessment of developmental milestones and offer referral treatment resources as indicated.
Stage 3. 18/24 months - 4/5 years	Preconceptual	Authority	CHILD: Depending on perception in problem solving, using language egocentrically. PARENT: Determining scope of their authority defining child's behavior, and feeding into the childs emerging identity.	Provide language rich programs. Frame behavior for later school success. Offer parents instruction in positive discipline techniques. Concentrate on development of positive self image in both child and parent.
Stage 4. 4/5 years - 7/8 years	Intuitive	Interpretative	CHILD: Making transition from perception to reasoning skills; expanding use of language. PARENT: Interpreting world to child, providing access to skills and information, evaluating and redesigning parenting relationship.	Continue to provide language rich programs with an added emphasis on decision making skills. Offer parent education in communications skills and school success.
Stage 5. 7/8 years – 11/12 years	Concrete	Interpretative	CHILD: Solving problems through identified objects; increasing ability to follow rules. PARENT: Continuation of Stage 4.	Increase the opportunities for children to participate in group activities; i.e., clubs, teams, scouts. Encourage parent participation with child's activities and continue parent education in school success and communication skills. Provide experiences that encourage decision making with an emphasis on developing values.
Stage 6. 11/12 years – 15/16 years	Formal	Interdependent	CHILD: Solving problems by applying logic and considering different combination of factors; lingering egocentric behavior. PARENT: Redefining relationship to accommodate dependence/independence.	Provide mentors or peer-based programs in order to give the child the opportunity to evaluate life experiences from various points of view. Provide parent/child activities and experiences that encourage the development of new relationships.
Stage 7. 15+	Formal	Departure	CHILD: Increasing independence. PARENT: Evaluating experience and establishing new relationships.	Focus on social, vocational, and education goals that prepare child to reenter the family as a Stage 1 adult.

* An Outline of Piaget's Developmental Psychology for Students and Teachers, Ruth M. Beard, 1969, Basic Books, Inc., New York.
** Between Generations: The Six Stages of Parenthood, Ellen Galinsky, 1981, New York Times Books, New York.
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SOCIETY FOR RESEARCH IN CHILD DEVELOPMENT

Office of the President

STATMENT OF

DR. T. BERRY BRAZELTON

IN SUPPORT OF

HEAD START REAUTHORIZATION

SUBMITTED TO

THE HONORABLE DALE KILDEE, CHAIR

SUBCOMMITTEE ON HUMAN RESOURCES

COMMITTEE ON EDUCATION AND LABOR

U.S. HOUSE OF REPRESENTATIVES

MARCH 2, 1990

MARCH 2, 1990

STATEMENT OF

[illegible]

ON BEHALF OF

HEAD START REAUTHORIZATION

[illegible] Head Start's Silver Anniversary this year, I am especially happy to celebrate how powerful Head Start has been in demonstrating the effectiveness of early intervention programs. Building on the proven effectiveness of Head Start, through the Parent Child Centers and the Child and Family Resource Programs, the field of early childhood intervention [illegible] that long-term gains are attainable. This is particularly true for children at risk and their families. These sleepers often have sleeper effects that don't show up until late childhood or early adolescence and the don't show up necessarily in the specifically targeted cognitive areas. They often show up in areas of self-esteem, sense of competence, ability to be motivated and ability to care about oneself and others around them.

[illegible] short-term efforts on the emotional development of the [illegible] Head Start very powerful effects that [illegible] fulfilled by Head Start. The fact that Head Start has been so successful in it has become a real challenge to all [illegible] better future life for children at [illegible] Head Start benefits spread [illegible] adjacent, the success of [illegible] the more likely we will [illegible] Thank you [illegible] Chairman. I would like to say [illegible] child in the U.S. is the child of us a whole. It is important."

I realize that the Head Start program does not currently give priority to services which assure this kind of therapeutic environment for children under the age of three, but I also am aware that starting at age three with children at risk is late and is not as effective as it might be at an earlier age. Therefore, I would strongly recommend that the Head Start authorization be increased sufficiently so that even more resources can be devoted to eligible children between birth and three.

Further, it is critical that at least two years of services be provided to those children who are served in the Head Start program beginning at age three. This kind of nurturing environment aimed at helping children realize their own competence will set up an island of hope for every child in the program when these two years are accompanied by nurturing outreach programs for parents. We know that the outcome for those children most likely will have long-term effects. Not only the children are affected, but the whole family profits. Since those children and their families might otherwise become deficits to our society, we are really providing hope for them and our society in the process.

As I said above, I would like to see the model that Head Start has given us all be extended downward to serve all eligible children at risk from birth, particularly in an era when the issues of homelessness in the U.S. are so frightening -- drug and alcohol addiction are out of control, affecting 20% of newborn babies in some cities, and warfare and the needs of the Gulf will not be met in the next two weeks. Millions of homeless and poverty are overwhelming our resources. We are in an era when no one can feel complacent about the U.S. as a model for nurturing its potential. Our wonderful democracy has not succeeded for 40% of its population. I see this as a time for reexamination rather than for a change in our government. For if we don't reexamine and succeed, we will not achieve the goals we set for our society some 200 years ago. Head Start is one of the bright spots of light from our past which can point to our future.

111 Michigan Avenue, N.W. • Washington, D.C. 20010 • (202) 939-4993

The Honorable Dale E. Kildee
Chairman, House Subcommittee on Human Resources
320 Cannon House Office Building
Washington, D.C. 20515

Dear Mr. Chairman:

On behalf of the National SAFE KIDS Campaign I would like to commend you for your role in championing Federal programs that benefit children of all races and economic strata's. Your latest contribution to this effort, H.R. 4150, "The Head Start Expansion and Quality Improvement Act is a bill that will prove beneficial to thousands of children and our nation as a whole for years to come. We at SAFE KIDS are particularly appreciative and supportive of your efforts to increase the amount of money available to train Head Start teachers. These additional training dollars will provide teachers with more tools to ensure the best possible experience for the young children enrolled in the program.

To get this message out, the National SAFE KIDS Campaign was launched by Children's National Medical Center in Washington, D.C. It is the first nationwide childhood injury prevention program ever undertaken. Unintentional injury is the number one killer of children under the age of 14 in this country. Each year in the United States, 8,000 children are killed while at least 50,000 more are permanently disabled. Injury is also one of our most expensive health problems, costing more than $180 billion in 1988. Our National Chairman, Dr. C. Everett Koop, expressed it best when he said that, "if a disease were killing our children in the proportions that accidents are, people would be outraged and demand that this killer be stopped."

The Campaign is a four-pronged, multi-faceted structure that involves program development, public policy initiatives, coalition building and the media. Each of these areas is used to target the five major risk areas for childhood injury: motor vehicle collisions (passenger, pedestrian and cyclist), drowning, burns, falls and poisoning/choking.

The goals of the long-term Campaign are to raise awareness among parents and adults that injuries are the leading health threat facing children today, to make childhood injury prevention a public policy priority for federal, state and local decision makers, to change society's notion that "accidents" just happen, and to work for changes in products and the environment that will reduce the causes of

injury. To reach these goals, the Campaign relies on its national and local grassroots coalitions. There are currently 85 SAFE KIDS grassroots coalitions in 37 states and 90 national organizations that have joined the National Coalition to Prevent Childhood Injury (see attached list).

Unfortunately, a disproportionate share of the unintentional injuries occur among young children, minorities and the economically disadvantaged. For instance, in 1990 SAFE KIDS will be focusing on ways to reduce hot water tap scald and residential fire injuries. In 1988, 37,000 children under the age of 14 were treated for scald burns, two-thirds of whom were under the age of five. As for residential fires, sixty-five percent of children who die are four years of age or younger. Black children are three times more likely to die in a residential fire than are white children.

Head Start, with its strong parental involvement component, is an excellent means for increasing awareness among the most vulnerable of our population -- kids from economically disadvantaged households. As I mentioned above, SAFE KIDS is in the process of developing a safety and health curriculum in conjunction with the Administration for Children, Youth and Families and the Office of Maternal and Child Health in the Department of Health and Human Services. This curriculum will be an important training tool for Head Start teachers, but also will be interactive to allow the children and parents in the program to use the curriculum outside of the Head Start center. We will be sure to share our curriculum with you and the staff of the Subcommittee when it is completed.

Mr. Chairman, I also want to commend you for the program improvement section of the bill. Your provision of additional resources to mitigate the critical issues that Head Start centers are facing -- salaries, staffing and training -- is indeed crucial to the program continuing to provide a quality preschool experience for our nation's children.

You can rest assured that the National SAFE KIDS Campaign, our 85 grassroots coalition and the National Coalition to Prevent Childhood Injury will be hard at work to ensure timely passage of H.R. 4150. Thank you again for your efforts on behalf of those least able to help themselves -- our children.

Sincerely,

Herta Feely

Herta B. Feely
Executive Director

WEST CAP
West Central Wisconsin Community Action Agency, Inc.
525 Second Street P.O. Box 308 Glenwood City, WI 54013-0308
1-800-472-6614 (Wis. Only) ● (715)265-4271
An Equal Opportunity Employer

February 26, 1990

TO: House Education & Labor Subcommitte on Human Resources

FM: Patrick Herriges, Executive Director
West Central Wisconsin CAA, Inc.
Glenwood City, WI 54013

RE: Head Start Reauthorization

My testimony addresses three related issues:

1. the need to focus on parent training and involvement;
2. flexibility to design locally-appropriate service options;
3. the need to focus on very young children.

1. The Head Start Act appropriately recognizes parents as the "primary educators" of their children. An early childhood intervention program that focuses exclusively on contact with children and ignores the training of parents will fail of its purposes. The 20 hours per week of child-in-center experience are easily dominated by the in-home experiences of children.

But proposed regulations at 45 CFR 1306 will establish child contact as the basic and nearly exclusive method of standardizing Head Start attendance measurements. The allowability of parent contact as an attendance standard will be removed. In light of Head Start's historic recognition of the role of the parent, and in light of contemporary research that supports that recognition, reauthorizing legislation should specifically allow parent-focused programs to include developmental contact with parents as an attendance measure.

2. The proposed 45 CFR 1306 will also restrict Head Start agencies as regards "service delivery options". The proposed Rule would allow only two options: the four-day Center-based option (again, focused on child contact); and the Home-based option. It would eliminate "split sessions" and "variations in center attendance" that are currently allowed.

This Rule will impact severely on rural programs that are parent-focused. In a rural area where distances from home-to-center are great (e.g. up to 30 miles) it is cost-effective, for example, to transport children and their parent to the Center two days per week, alternating with other child-and-parent groups. This option allows Parent Educators to work with adults while Early Childhood Specialists work with children. It also allows structured parent-child interaction, thus combining the values of Center and Home-based options. For this option to exist, parent contact as an attendance measure needs to be allowable; the Act and the Rules need to allow creative solutions to local service delivery problems.

3. The Administration is currently focused on providing services to four-year old children. But studies of early childhood intervention strategies show that work with very young children (ages 0 - 3) is by far the most effective (cf. Burton White, Leik and Chalkley at the U. of Minnesota, and many others.) Within Head Start there exists a Program Account for the Parent-Child Center program, which serves children 0 - 3 and their families. This program ought to be expanded by the reauthorizing legislation, and the Administrative trend of serving primarily four-year olds in Head Start should be constrained.

Committee on Education and Labor
Subcommittee on Human Resources
Hearing March 1, 1990

TESTIMONY OF HAROLD L. HODGKINSON

I would like to make brief comments concerning the reauthorization of the Head Start Act, then move on to a consideration of an important national objective which I believe the committee can foster.

The reauthorization comments are brief, because there is every reason to believe that Head Start has been a major success in allowing young children, born into conditions that virtually guarantee failure, to rise above their environment. Compared to control groups, the Head Start children at age 19 are twice as likely to have a job, a third more likely to have graduated from high school, twice as likely to be enrolled in college, about half as likely to have been arrested, and half as likely to be on welfare. As a result, the tax dollar invested in Head Start SAVES the taxpayer over $7 in later services (jails, drug detox centers, unemployment payments) which the Head Start children will not need. No better investment awaits the American taxpayer.

We are beginning to understand the vital relationship between education and other social systems. During the past year, I have explored the relationship between education and crime, with some interesting results. States vary widely in their rate of high school drop-outs, from 38 percent in Florida to 9 percent in Minnesota. But there is a consistent relationship between the ability of a state to graduate youth from high school and a low crime rate. Conversely, the state's with high drop-out rates have high crime rates. In fact, OVER 80 PERCENT OF AMERICA'S ONE MILLION PRISONERS ARE HIGH SCHOOL DROP-OUTS. The correlation between being a high school drop-out and becoming a prisoner is roughly similar to the correlation between being a smoker and contracting lung cancer.

Third grade teachers report with astonishing accuracy their ability to foretell which of their young charges will later run afoul of the law - they can predict with up to 80 percent correctness. If that is the case, then third grade is too late to intervene effectively, as much of the damage has already been done. The evidence is overwhelming that the best point of intervention is the point of PREVENTION, not "cure", and that point is at the Head Start level of age 3-4. Prevention costs the taxpayer about $3,300 a child in Head Start versus "cure" for prisoners at over $20,000 per prisoner on average. (State rates vary considerably. Prison programs are not efficient, in that 63 percent of released prisoners are back in jail for serious crimes within three years, and the younger the prisoner the more likely they are to be back in jail. Recidivism is the name of the game.

Much of what appears to be race is actually poverty. (Middle class black children, raised in suburbs in two parent families in which one or both are college graduates behave almost exactly like white children raised in the same environment). Equalize environment and race decreases in its ability to predict a child's future. At the moment in the US, 20 percent of our youngest children (age 0-5) are living below federal poverty levels. No other NATO nation has anything remotely like this level of poverty among young children. (About 40 percent of the poor in this country are children, 10 percent are elderly).

It becomes increasingly apparent that we must reduce poverty among young people if we as a nation are to avoid eating our seed corn. The best way to do this is (a) to make sure that every child who shows up at the kindergarten door on the first day is healthy, well fed, and ready to learn by having a supportive home environment. (More than 30 percent of young people today do not fit this description - we owe this to the school). But (b) we must make sure that virtually every child graduates from high school in the nation. The school owes this to us. If one looks at young families with adults under 25 and containing children, the poverty rate for families where there is a high school diploma holder is 18.5%, where there is no high diploma in the house, the poverty rate is doubled to 36.5%

The best SINGLE point of intervention to bring about a major increase in high school graduation rates is Head Start. But I believe that is not enough, which gets me to my second point. If we look at the communities that have taken on the task of reducing drop-outs to near zero by 1995 (Greeley, Colorado and Springfield, Missouri come to mind as two among many), a new strategy is emerging - THE COORDINATION OF COMMUNITY YOUTH RESOURCES WITH THE CHILD AT THE CENTER. Even at the state level, we see more joint hearing across state legislative committees, more joint testimony from state agency and department heads, more budget awards made across departments.

The reason for these actions is clear. There will be no major increase in either federal or state funding sources. Those who count on a "peace dividend" to solve our educational investment issues are unduly optimistic. At the moment, our federal programs for youth are reaching a very small percent of the target groups - about one in five eligible Head Start children are in programs. A figure the Bush increases will not change significantly, Chapter One is reaching 54% of eligible children, Title XX social services block grants are down 32% from 1981-88 and AFDC is reaching 60% of eligible children in 1988, down from 72% in 1979.

That being the case, local and state leaders are beginning a new process - to better integrate and articulate the youth resources we have at our disposal in order to maximize their impact. (If you will, this is increasing the "productivity" of youth services investments).

Big city, state and federal governments have evolved into a series of relationships between executives (President, governor, mayor), legislators and department and agency heads. Legislative committees often have budgetary and program oversight over agencies and departments, but limit that oversight to the area of the committee's responsibility. The fact that you cannot teach a hungry child is immediately divided into two committees - education and nutrition. The fact that you cannot teach a sick child becomes an issue for the education and the health committees. As a result, agencies and departments, realizing how their appropriations are developed, have learned to tailor their programs to the limits of the oversight committees, a clear case of tail wagging dog. Attempts to integrate program resources across oversight committees have resulted in some amazing high wire acts with frequent crashes on the part of agency and department heads at the city, state and federal level.

While Director of the National Institute of Education during the Ford administration, I discovered that some of our most important findings (mothers who smoked during pregnancy were more likely to give birth to sick and premature babies who often became handicapped and were eligible for 94-142 programs; would often have given birth to healthy babies who would become good learners if the mothers had stopped smoking during pregnancy) could not properly be conveyed to Congress because at least four committees were involved. My concern was for children who could not reach their educational potential because of factors they were not responsible for, but the way in which the federal system has developed made it impossible to put the child FIRST, at the center of the analysis.

My suggestion to the subcommittee is this: in a variety of ways, budgetary strategies included, we must begin to develop some new patterns of articulating our youth resources by encouraging agencies and departments at all levels to collaborate when feasible, putting the child/family at the middle of our organizations. We all serve the same client.

This may sound easy, but it is not. It means that city, state and federal turf will be transgressed in many cases. It means that the existing reward system (agency heads who keep their personnel slots and budgets up are successful) will have to become more performance-based; leaders (mayors, governors and Presidents) will have to knock heads and encourage agency and department heads to collaborate in specific ways, and monitor the results more carefully than in the past. We need to make better use of the resources we have, and to tailor those resources to the needs of specific people, whose needs are usually in MULTIPLES. (Poverty, hunger, sickness and school failure usually go together).

Although most poor people in the US are white, the chances are much greater that minorities will be poor. Poverty is the core condition for many of the other factors we have discussed. In the future, the potential for increased youth poverty is based on the

increased minority percentage among our youth, from the current level of 30% of school-age youth to an anticipated 38% shortly after the year 2000. (14 states will have to deal with the problem of what to call "minorities" when they are more than half). The data suggest that between 1985 and 2,000, increases in our youth population will be as follows:

2.4 million more Hispanic children in 2000 than in 1985
1.7 million more black children
483,000 more "other" children (Asian/American Indian, Middle East)

4.5 million more minority children

60,000 more white children.

Anyone thinking that we can concentrate America's future on the 60,000 increase of white children and ignore 4.5 million more minority children probably needs psychiatric evaluation. The most poverty-prone group of youth is increasing 75 times faster than the white group.

Certainly we must reduce the current poverty rate of the youngest children down from 23% This will mean some sort of youth policy for the nation. Head Start can help. Indeed, it is a model for resource integration, in that there is a health care, nutrition and family participation dimension within the Head Start program. Fully funding Head Start would cost about $10 Billion. There is in existing Federal budgets somewhere like $2 Billion, although it is spread across a very wide variety of agencies, from military to labor. In existing state budgets, there could be found something like $8 Billion, spread across an equally wide chasm of agencies. By a display of leadership from Governors, Presidents and even mayors, we could fully fund Head Start-type programs to reach the 2.5 million eligible children. But this can only be done if we achieve a new level of resource coordination at the various levels of government. If it can be done at the local level (where the "rubber meets the road" and actual clients are served) it is feasible to consider at the other levels as well. Given the dearth of new resources, we have no other choice.

Harold L. Hodgkinson, Director
Center for Demographic Policy
Institute for Educational
Leadership
Washington, DC

NATIONAL ALLIANCE OF BUSINESS

STATEMENT FOR THE RECORD OF

WILLIAM H. KOLBERG

ON BEHALF OF THE

NATIONAL ALLIANCE OF BUSINESS

BEFORE THE

SUBCOMMITTEE ON HUMAN RESOURCES

COMMITTEE ON EDUCATION AND LABOR

U. S. HOUSE OF REPRESENTATIVES

ON "THE BENEFITS OF EARLY CHILDHOOD EDUCATION AND THE HEAD START PROGRAM"

MARCH 2, 1990

The National Alliance of Business is an independent, business-led, non-profit corporation whose mission is to increase private sector training and job opportunities for economically disadvantaged and long-term unemployed individuals by building and strengthening public/private partnerships of business, government, labor, education, and community-based groups.

STATEMENT FOR THE RECORD OF
WILLIAM H. KOLBERG
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MARCH 2, 1990

It is a pleasure to submit a statement to the Subcommittee during its deliberations on the Head Start program to reinforce the increasing importance of investing in early childhood education.

I am William H. Kolberg, President, of the National Alliance of Business.

The Alliance has followed closely the work of our business colleagues at the Committee for Economic Development (CED) on early intervention strategies and their impact on childhood development. It is a pleasure to join with them in urging greater attention by the federal government to this critical component of economic and social policy.

CED has provided leadership within the business community on this issue beginning with their reports entitled *"Children in Need"* and *"Investing in Our Children."* CED has not only educated the business community and the general public about the importance of preschool education and health care, but also has argued convincingly for pursuing a strategy of prevention in public policy.

We recognize how critical early childhood education can be. It has a direct impact on social skills, educational achievement, and self esteem. We at the Alliance see

investments in early childhood programs, like Head Start, as an important weapon in the fight against the problems of school dropouts, drug abuse, crime, and teenage pregnancy. The dollars are well spent, if we can make headway on the problems that seem to plague at-risk youth. It has the potential, over the long term, of allowing us to redirect limited federal dollars that otherwise might have to be spent on "second chance" systems to repair the damage that could have been prevented.

I would like to bring another recent report to the Subcommittee's attention. The Carnegie Council on Adolescent Development issued a report entitled *"Turning Points: Preparing American Youth for the 21st Century."* It examines the complex problems faced by early adolescents, especially 10 to 15 year olds. This report graphically illustrates the education, social, and health issues faced by children who live in impoverished conditions from birth. The documented examples point out the problems that could have been avoided if we had pursued a stronger national policy for early prevention and intervention. It does not take an expert to conclude that we compound the costs by trying to repair problems that could have been prevented in the first place.

The Presidents of the Alliance and CED co-chair the Business Coalition for Education Reform, comprised of all the major national business organizations. (This coalition includes American Business Conference, Black Business Council, The Business Roundtable, Chamber of Commerce of the United States, Committee for Economic Development, The Conference Board, National Alliance of Business, National Association of Manufacturers, and the U.S. Hispanic Chamber of Commerce).

The fact that all of these business organizations have come together and have made a long term commitment to work on what have become "national" issues of educational quality and achievement demonstrates the urgency that we in the business

community attach to preparing people to take full advantage of life's opportunities in this society.

In the Coalition's initial public statement we said:

> We, the leaders of the major national business organizations, call on the nation to make a commitment to provide every child with a quality education that will prepare him or her to become a productive and well-informed citizen who can actively participate in the economic and civic life of the nation.

The statement goes on to list six key items on the Coalition agenda for action. One of which is the need for this nation to:

> ...invest in early prevention and intervention strategies to help children at risk become ready for school and to help their parents become better skilled at supporting their educational needs. We need to financially support programs that focus on preschool education, such as Head Start, and prenatal care for poor women. We recognize there is a budget crisis in this nation. Our goal must be to find the necessary resources to support these kinds of programs, such as Head Start, and move towards full funding by the year 2000.

Recently, the President proposed a related national goal in his State of the Union message, developed jointly with the Governors' Task Force on Education, stating that "By the year 2000, all children in America will start school ready to learn." The Governors are in town today and tomorrow to ratify such a goal along with several other national education goals. If the goal is adopted, the real challenge is to put our words into action.

Our hope is that the goal will not be narrowly defined to include only education, but also to include health, nutrition, and social services required to prepare children for school. It would be common sense for the nation to make a larger initial investment in the resources of its children.

I am pleased that the President's requests a $500 million increase for Head Start in his fiscal year 1991 budget. The Alliance fully supports that recommendation. But, it should be put in context. I would say that it represents an important first step toward full funding over the course of the decade.

Many of us in the business community support a strategy that advocates full funding for early intervention programs, particularly Head Start, before the year 2000. By full funding, we mean enough funds to serve all disadvantaged youth who would be eligible for the program.

The current appropriation for fiscal year 1990 is about $1.4 billion. The request of the President would bring fiscal year 1991 funding to about $1.9 billion for the four year old cohort. To fully fund an enriched Head Start program that could serve 3, 4, and 5 year olds, funding by the end of the decade would be in the range of $6 billion to $7 billion, according to the best estimates available based on current population surveys.

That represents a substantial investment by anyone's measure. I'm sure it would be an issue for Congress in the current fiscal environment. However, increases could be made gradually between now and the year 2000. I would argue also that we are at a point where the costs could be shared with the States. The Federal government got into Head Start 25 years ago almost by happenstance, because of a tremendous need among poor children, and because available research could propose an effective model to try. Since then, the program has proven itself over and over, but the Federal government has largely borne full responsibility for it. We know that about 30 states have enacted various types of preschool programs, 9 of which are designed to supplement Head Start.

Now, with the governors recognizing a national goal related to early childhood education, and with the states having primary responsibility for public education, perhaps we could move to a greater level of shared responsibility in Head Start, that would edge closer to full funding for the eligible population. There is precedent in virtually every other program of federal assistance to education. The closest comparison is the federal Chapter 1 program, which covers poor children in the early years of elementary school, in which costs are shared with the states.

It is our understanding that limited funding and practical necessity has confined the Head Start program to serving four year olds, which raises another issue for us. There are no statutory limitations for serving children from age 3 through 5, but funding levels have forced most programs to concentrate on four year olds. Kindergarten is almost now universal for 5 year olds, but in those states where kindergarten is not provided and where evidence suggests that the gains made at age four in Head Start are not reinforced or preserved in regular kindergarten, services should be available to 5 year olds. This makes it more important, in my view, that full funding of Head Start be based on the assumption that services would be made available at least from age 3 through 5 to enable eligible children to be ready for school.

In our work with the Business Roundtable's education initiative over the past several months, the Alliance has convened nine different groups of experts from a variety of fields and roles in education and business to discuss an appropriate business role in education reform. I mention this only to make a point that in virtually every one of these day-long panels, the critical importance of early childhood and preschool education, and the linkage of education and social services in programs like Head Start, was reinforced by different experts.

There are many benefits to the Head Start program that are difficult to measure and are not captured by standardized tests. Parental involvement, and the broad range of medical, nutritional, and social services are hallmarks of the program's success. We are convinced, by the work of CED and some of the experts you will hear from today, that the program works and that it generates a tremendous dividend on the dollar invested.

We are not naive about what can be achieved realistically by this one program against the complex and destructive forces suffered by children in a culture of poverty. Large issues of housing, jobs, medical and child care must be addressed also. But in terms of providing children in poverty with a fair chance at an equal educational opportunity, the Head Start program has proven itself over the last 25 years.

In my view, we are moving out of an era during which individual, discrete programs can be enacted and run effectively for each identifiable problem, with each program having its own administrative structures, funding, and regulations. We are entering an era in which the knowledge we have gained from that experience can provide a better, more integrated approach to service delivery. In an ideal world perhaps, we could take programs like Head Start, aimed at preschool children, the Follow Through program which barely survives as a demonstration program aimed at picking up where Head Start leaves off, the Even Start program which provides literacy and training to parents with their children ages 1 through 7, and the Chapter 1 program in the early years of elementary school, and integrate them into a single, comprehensive strategy for early childhood education with the full range of education, family, and social services. That is a bold step to initiate quickly, but I am convinced it is the direction we must pursue.

Let me close by saying that the Alliance hopes to work closely with the Congress to assure the improvement and expansion of the Head Start program, and other early prevention and intervention strategies. I am convinced that this program is an important component for developing attitudes and skills necessary for life-long success among those served. I think I can speak for my business colleagues in saying that it is a critical investment in our economic future as we enter a new era of global competition based on technical competence and workforce quality. The Alliance, as well as other national business organizations, will continue our efforts to improve the quality of American public education and enhance America's ability to remain competitive and productive in today's world markets.

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BANK STREET COLLEGE

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MEMORANDUM

To: Representative Dale E. Kildee, Chairman
U. S. House of Representatives
Committee on Education and Labor
Subcommittee on Human Resources

From: Anne Mitchell
Research Division
Bank Street College of Education

Date: March 9, 1990

Re: Reauthorization of Head Start

In response to questions directed to me by your staff, I have prepared these comments for the record. Based equally on my concern as a citizen for strengthening the Head Start program and on the facts and findings from our research on prekindergarten programs, I urge you to consider the following as you reauthorize Head Start.

Coordination

Based on our study of services for prekindergarten aged children in all fifty states, it is clear that every state has a number of simultaneous (though unfortunately not overlapping) coordination efforts aimed at young children. The primary ones, extant in nearly every state, are committees related to Part H of PL 99-457 and committees charged with review/revision of day care regulations. Some states require coordination efforts in either planning or operation of their state-funded prekindergarten programs. The best models of coordination (or better, collaboration, i.e., working together) are those that require coordination as a condition of funding, link local level with state level coordination activities, clearly specify which stakeholders must be involved at both levels, take a broad view of potential stakeholders, and involve these stakeholder groups early and continuously--throughout the process from program design to operation to evaluation (and re-design).

Collaboration is a messy business that is difficult for the federal government to affect except by example or through requirements. For example, having the US DOE work closely with HHS in planning new early childhood efforts, or having all new legislation clearly reference how it fits with (i.e., fills gaps, extends, strengthens) existing federal prekindergarten programs or funding sources would be good models for states to emulate.

The other means is by including requirements to coordinate in the language of all bills that have anything to do with early childhood. An excellent example is the call

for coordination included in the Family Support Act. My contacts with states over the past year as they have been working to implement the Family Support Act clearly show that at the least this provision has made state IV-A agencies more aware of a variety of early childhood resources that have the potential to offer child care for FSA participants.

States that have not funded Head Start find it difficult to figure out who or what to coordinate with since there is no state level Head Start contact within the state government. States that have funded Head Start obviously have a state agency which administers the funds and therefore a state contact with some knowledge of Head Start. In states with well-organized Head Start associations, these associations have often been the route to coordination with Head Start. ACYF currently has an RFP out which seeks to create a position within governors' offices to coordinate Head Start with state programs. There is to be one grant awarded per federal region. This ought to help solve the problem of whom to coordinate with. Ultimately, each federal regional office may have to take on a more active state-focused role in regard to Head Start (and perhaps other federal programs).

It is probably not appropriate to require local Head Start agencies to do this type of state-level coordinating. Local Head Start programs cannot change how other programs/funds operate in their states or communities, but they can certainly be required to plan and execute expansion--children served, new locations, longer hours--in a collaborative manner.

A third possibility is to create an incentive (preferably financial) to encourage and reward creative state efforts to increase collaboration. Beyond money, our study of prekindergarten coordination/collaboration identified other factors that seemed to be associated with efforts that participants judged to be more effective --linked state-local activities, specified participants, broad view of stakeholders. For collaboration efforts to be judged (and rewarded), the desired outcomes of collaboration have to be specified. Outcomes might be increased supply of full-working day programs, or more efficient use of existing funds, or decreased duplication of services, or better match of new services with areas of need (areas both in the sense of program location and type of service), or greater numbers of children served, or all of these.

Do states fund Head Start and do those that do want control?
There are currently 12 states which appropriate funds for Head Start programs in their states. The total across all states is about $15 million; the amounts and purposes of these appropriations vary. About half are less than $500,000. The largest is Massachusetts at $4.5 million in FY89.

A common purpose of these funds is to provide all or part of the required 20% local match for Head Start programs (Alaska, Connecticut, District of Columbia [for public school Head Start grantees only], Hawaii, Washington). A second common purpose is to expand Head Start to serve more children. It is difficult to assess exactly how many additional children are served, but the following were reported by states (Alaska [1625 additional children served], Maine [724], Minnesota [940], Rhode Island [500]).[1] A third purpose, which is becoming more common as the

1. Goodman & Brady (1988). *The challenge of coordination: Head Start's relationship to state preschool initiatives*. Newton, MA: Education Development Center. Page 72.

need for compensation reform in Head Start is recognized, is for salary enhancement (Massachusetts, Rhode Island, New Hampshire).

The enclosed table shows the states with Head Start appropriations, the total funds allotted for FY88, and the year funds were first made available. These state appropriations are an apparently stable, though decidedly modest, source of funds for Head Start. None has decreased since it was first appropriated; however, some have been level funded for periods of three years. In my opinion, a few more states are likely to enact similar programs in response to general concern about early education and organized effort on the part of state Head Start groups. It is an attractive investment for a state to put a small amount of money into a large, recognizable, well-regarded prekindergarten program. I am not aware of any state wanting more than the usual amount of control over the expenditure of these funds. That is, the state requires reasonable assurance that the funds have been spent for the purposes for which they were appropriated. States do not expect to control the entire Head Start program because of modest support of it in their states. Perhaps if they were funding a larger portion, the need to affect the program would be stronger. The existence of these state Head Start enactments should *not* be interpreted as a signal that states desire a transfer of financial responsibility for Head Start from the federal government to the states.

An additional avenue by which local Head Start agencies can garner state funds is in those states which permit organizations other than LEAs to directly contract with the state agency to operate the state-funded prekindergarten program, or those states in which LEAs are permitted to subcontract all or part of the prekindergarten program to a local organization. (Head Start is specifically referenced in most of these programs.) Direct contracting is allowed in 8 state programs and subcontracts are permitted in 5 more, thus making it theoretically possible for Head Start to receive funds in these states. In practice, these forms of contracting happen fairly rarely unless the state agency administering the prekindergarten program truly encourages this practice by making LEAs aware of the subcontracting provisions and offering technical assistance to organizations other than LEAs so that they can participate.

Are state-funded prekindergarten programs equivalent to Head Start?
In a word, no. Although some state-funded prekindergarten programs are "modeled" on Head Start, very few come close to Head Start in practice. The hallmark of Head Start is the comprehensiveness of the services provided to children and their families. Using data from our survey of school district practices, we compared reported provision of comprehensive services in five state prekindergarten programs to those reported by public school-operated Head Start programs.[2] Three of the five describe their programs as offering comprehensive services (New York, California, South carolina); two do not (Texas and Louisiana). The use of nurses, dentists, psychologists and social workers is quite common in Head Start. Only nurses are common in state prekindergarten programs; social workers were also used in New York's prekindergarten programs, but not in the other four states' programs. Nearly all Head Start programs reported serving children snacks, breakfast and lunch; about half the prekindergarten programs in New York, California and S. Carolina served snack and one other meal. In terms of parent participation, only the prekindergarten programs in New York and

2 Mitchell, Seligson & Marx (1989). *Early childhood programs and the public schools: Between promise and practice.* Dover, MA: Auburn House. See pages 237-241.

California came close to equalling Head Start, and neither include parents in policymaking. Transportation is offered about as much in public school operated Head Start as in these state-funded prekindergarten programs, but the destinations are different. Prek programs bus only between home and school, while some Head Start programs also reported that transportation was provided between school and another child care setting. (In our district survey, many other aspects of prekindergarten services were compared between state prekindergarten programs and Head Start. A copy of *The District Survey* is enclosed.)

It would be ludicrous to assume that all children who attend a state-funded prekindergarten program are receiving something equal to Head Start. The only states which provide programs that begin to approach the comprehensiveness of Head Start are New York, California, Washington, and the newest pilot program in New Jersey. These four programs served in FY88 a total of 33,450 children, mainly four-year-olds (NY [12,000]; CA [19,000]; WA [2,000]; NJ [450]). This is a drop in the bucket compared to the nearly 500,000 children served in Head Start nationwide. No state program is as comprehensive as Head Start.

Transition between prekindergarten and later schooling

It is very important to attend to both the process of transitioning children from Head Start into kindergarten as well as the pedagogical coherence of approaches to learning used in prekindergarten as compared to kindergarten. Both of these need to be as smooth as possible from the child's perspective. We examined practices in kindergarten in those schools whose prekindergarten programs we studied. A good, "developmentally appropriate" prekindergarten is no guarantee of similar practice in kindergarten. For a complete discussion of our findings in this regard, see pages 225-230 in *Early childhood programs in the public schools*. Efforts to improve practices and smooth transition in public schools are absolutely necessary if the gains that children make in Head Start are to be sustained. Follow Through has been successful at this for over twenty years and deserves to be reauthorized and expanded. Any transition efforts included in the reauthorization of Head Start ought to build on Follow Through. In my view, Follow Through in particular and transition efforts in general would be more effective if they were school-wide, district-wide strategies, rather than focusing only on those classrooms with Head Start graduates enrolled. Many adults other than teachers, such as principals, district office staff, staff development specialists, must be involved in projects aimed at smoothing transitions for young children. Further, in order for smooth transitions to become the norm, they must be supported not only from the district office but also from the SEA. SEAs should assign personnel to sustain and support LEAs efforts at increasing continuity for children. One possible federal role might be to create incentives (again, financial are most welcome) that reward particularly effective transition projects, especially those that are operating simultaneously and connectedly on the state, district and school levels. I urge you to consider including transition activities in the reauthorization of Head Start.

I hope these comments have been helpful. Thank you for the opportunity to comment on this and other important early childhood legislation.

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HEAD START

STATE	STATE FUNDING (FY1988 unless specified)	YEAR BEGUN
Alaska	$ 2.7 million	1977
Connecticut	4	1968
District of Columbia	1.1	1965
Hawaii	3	1965
Maine	1.9	1985
Massachussets	4.5	1987
Minnesota	2.0	1987
Rhode Island	4	1987
Washington	5	1968
Illinois	N/A	1989
New Hampshire	225	1989
Ohio	N/A	1989

STATEMENT OF THE HONORABLE TIMOTHY J. PENNY

March 2, 1990

Thank you for this opportunity to express my support for the Head Start program as this committee considers its reauthorization. Last year, I introduced legislation, H.R. 2373, to provide for full funding of Head Start. I strongly believe that any funding increases for Head Start will pay off exponentially down the road.

President Bush's proposal to increase funding by $500,000 is a significant step in the right direction - but we should go further. Full funding should be a priority because Head Start is more than an education program; it addresses other needs as well, such as medical, dental and nutritional needs.

Salaries for Head Start teachers lag far behind those of teachers in the public school systems. A salary of $12,000 is less than two-thirds of what that person would make teaching kindergarten. In most areas, Head Start is not a full year program - so Head Start staff must find other employment during the summer months or resort to public assistance. It is unfortunate that many Head Start teachers are lost to other programs because of low Head Start salaries.

There is a great need for affordable day care for children of low-income parents. Without changing the structure and purpose of the Head Start education program, funds should be available for full day and summer care for Head Start children whose parents are working or attending a job training or educational program.

Further, there have been suggestions for changing the eligibility requirements for Head Start participants. It just doesn't make sense to

broaden eligibilty when only 17% of those currently eligible are participating. Serving the most needy should be our first priority.

It is heartening to see the amount of attention Head Start is getting from various quarters. I encourage the Committee to authorize additional funding and make adjustments along the lines of those I have proposed in H.R. 2373.

HOW TO MAKE HEAD START A SOUND PUBLIC INVESTMENT

Testimony for the
Subcommittee on Human Resources
Committee on Education and Labor
U.S. House of Representatives

by Lawrence J. Schweinhart
High/Scope Educational Research Foundation
Ypsilanti, Michigan

March 2, 1990

Summary

Our nation needs to make high-quality early childhood education programs available to all of its 3- and 4-year-olds living in poverty because such programs can make substantial contributions to the development of these children. In light of this need, this testimony makes six recommendations for the reauthorization of Head Start, three regarding the increase of enrollment capacity and three regarding the development of program quality.

1. Expand the part-time enrollment capacity of public preschool programs for poor children by 400,000 spaces.
2. Expand the full-time enrollment capacity of public preschool programs for poor children by 100,000 spaces.
3. Establish a commission to recommend policies for coordinating early childhood care and education programs.
4. Increase the salaries and benefits of qualified Head Start teaching staff by 25 percent this year.
5. Set aside 2 percent of Head Start funds for training.
6. Set aside 1 percent of Head Start funds for research and development.

High/Scope and Head Start

The High/Scope Educational Research Foundation, which I represent, is a nonprofit organization in Michigan whose mission is to discover and disseminate knowledge of human development that applies to the care and education of young people. The High/Scope Foundation has an excellent vantage point on Head Start--close to it over the years and yet separate from it. High/Scope's Perry Preschool study, which demonstrates the potential long-term effects of high-quality programs for young children living in poverty, has had a continuing influence on Head Start programs and public perceptions of these programs. Hundreds of Head Start teachers throughout the U.S. use the High/Scope Curriculum, an educational approach in which teachers encourage young children to initiate and take responsibility for their own learning activities. High/Scope has evaluated several Head Start demonstration programs and is now conducting a study of child observation in Head Start classes and is staffing the Head Start Research Cooperative Panel, a group of directors who develop and conduct research on Head Start.

High-Quality Head Start Programs Are a Sound Public Investment

The soundness of our nation's Head Start investment depends on the quality of our nation's Head Start programs. Research on the effectiveness of programs for young children living in poverty points clearly to this conclusion. In order to strengthen Head Start programs even as we expand them, we must now take steps to support and ensure their quality.

Research consistently confirms what common sense suggests: high-quality early childhood programs contribute to young children's development; low-quality early childhood programs do not contribute and may even harm their

development. The research has been extensive for young children living in poverty, who now constitute 22 percent of our nation's children under 5 and 46 percent of our nation's African-American and Hispanic-American children under 5. High-quality early childhood programs will improve their intellectual and social development so that they experience less failure in their early school years. High-quality early childhood programs make it less likely that they will need to be placed in special education or held back a grade. According to High/Scope's Perry Preschool study and a few others, high-quality early childhood programs can eventually help young adults raised in poverty to be literate, employed, and enrolled in postsecondary education; and can help prevent them from becoming school dropouts, being labeled mentally retarded, being on welfare, and being arrested for delinquent offenses and crimes.

Taxpayers were found to profit substantially from the effects of their investment in the Perry Preschool program. In 1989 constant dollars discounted at 3 percent, the two-school-year program in the long run provided taxpayers a net return on their investment of $26,796 per participant, three times the original investment. These financial benefits came from savings in special education, crime, and welfare assistance, and higher tax revenues due to projected increases in lifetime earnings. The soaring federal deficit makes into a crisis our continuing need for efficiency in public spending, our need to identify and implement least-cost alternatives that effectively deal with social problems. New early childhood spending can be a least-cost alternative. We cannot choose to spend nothing; our choice is whether to spend thousands of dollars per child per year now or tens of thousands of dollars later on problems that could have been prevented.

Even with these extraordinary benefits, some have questioned whether taxpayers can afford to spend the $6,713 (in 1989 dollars) per child per year spent in the Perry Preschool program. They point out that Head Start spent only $2,672 per child per year in 1989, only 40 percent of the Perry Preschool cost. But they should remember that the Perry program was an experimental, pathbreaking program designed to be successful, not to maximize efficiency. Since then, studies like High/Scope's Preschool Curriculum Comparison study and the National Day Care study have come to the conclusion that preschool programs can be run just as effectively as the Perry program with ratios of one to eight or even one to ten, with trained assistant teachers as well as teachers, and with home visits every two weeks instead of every week. With such changes, the Perry Preschool program could be run today at a cost of $3,500 per child per year.

Another aspect of the Perry Preschool study bears on the question of whether Head Start should continue to serve 3- to 5-year-olds or to be limited to 4-year-olds. With kindergarten nearly universal, the question is mainly whether to serve 3-year-olds. The Perry Preschool study included 123 children, 58 who attended the Perry Preschool Program and 65 in a control group who did not. Of the 58 children who attended the preschool program, 13 attended for only one school year at age 4 and 45 attended for two school years at ages 3 and 4. This entire group went on to achieve the extraordinary long-term benefits described above, with the one-year participants faring just as well as the two-year participants. However, any conclusions about a one-school-year program are based on only 13 participants. The Perry Preschool study alone provides a weak argument for serving only 4-year-olds.

Based on the findings from such studies, the Research and Policy Committee of the Committee for Economic Development stated, "Preschool programs that target the disadvantaged and stress developmental learning and social growth represent a superior educational investment for society." According to a 1989 Gallup Poll, 69 percent of the American public say they are willing to spend more taxes to pay for Head Start programs; 58 percent say they are willing to do the same to pay for care for young children with working parents. At the October 1989 Education Summit in Virginia, President Bush agreed with the nation's Governors that "priority for any further [federal] spending increases be given to prepare young children to succeed in school."

Recommendations for Increasing Enrollment Capacity

However the eligible population for Head Start is defined, the only rational approach to national policy is to fund Head Start at a level that comes close to equating enrollment capacity with available population. Otherwise, we make enrollment into a kind of lottery, determined by chance. Unfortunately, this absurd situation has characterized Head Start for so long that we have come to accept it as normal.

Public preschool programs now serve only 36 percent of the 1.6 million 3- and 4-year-olds in the U.S. who live in poverty. These programs include part-time Head Start and public school prekindergarten programs serving 47 percent of the 1.0 million children whose mothers are not employed; and day care centers and homes serving 44 percent of the 600,000 children whose mothers are employed.

Recommendation 1. Expand the part-time enrollment capacity of public preschool programs for poor children by 400,000 spaces.

Forty-seven percent (465,000) of the 1.0 million poor 3- and 4-year-olds in the U.S. whose mothers were not employed in 1989 received early childhood education from either Head Start, which served 365,000 of them, or public school prekindergarten programs, which served about 100,000 of them. With the recommended 400,000 additional part-time spaces, Head Start and public school prekindergarten programs will be able to serve a total of 865,000 poor 3- and 4-year-olds, 87 percent of those needing part-time programs.

Recommendation 2. Expand the full-time enrollment capacity of public preschool programs for poor children by 100,000 spaces.

The mothers of 33 percent (600,000) of the 3- and 4-year-olds living in poverty are employed outside the home. Relatives and inhome caregivers take care of 56 percent (340,000) of these children; nonrelatives take care of 25 percent (150,000); and centers take care of 19 percent (110,000). The federal Dependent Care Tax Credit helps taxpaying families pay for full-time early childhood program enrollments. The federal Social Services Block Grant helps states support full-time enrollments for about 600,000 children of all ages at the lower end of the nation's income distribution. No statistics are available on how many poor 3- and 4-year-olds are served by either of these programs.

Head Start and public school prekindergarten programs now have virtually no full-time enrollment capacity, although they may be part of a multi-program arrangement that working families put together. This program limitation frequently leads to the unintended segregation of poor children whose mothers are employed outside the home from poor children whose mothers

are not employed outside the home. Mothers who take jobs shift from one category to the other and must therefore shift their child from part-time programs to full-time programs or coordinated part-time programs. Exclusively part-time programs create a disincentive to mothers living in poverty to find employment outside the home. Such a policy is inconsistent with the Family Support Act of 1988 which encourages mothers of young children to find employment.

Recommendation 3. Establish a commission to recommend policies for coordinating early childhood care and education programs.

This commission should develop policies to guide the coordinated expansion of enrollment capacity in programs for young children, especially those living in poverty. It should develop coordinated policies towards recruitment and selection of children, recruitment and hiring of teachers, and provision of inservice training opportunities. It should include representation from Congress, the federal Administration, state legislatures, state education agencies, state social service agencies, and local program administrations.

In expanding the enrollment capacity of part-time programs for 3- and 4-year-olds living in poverty, it is essential to consider federal Head Start programs and state-funded public school prekindergarten programs in tandem. Today, 31 states and D.C. provide funds for prekindergarten programs or parent programs, including 12 states that contribute to Head Start. These programs serve 135,000 young children, most of them 4-year-olds, most of them living in poverty. The Governors and the President have indicated their intent to work together in increasing the enrollment capacity of such programs.

The absence of coordinated policy is already leading to unintended, undesirable practices. Private child care providers view the development of public programs as threatening and intrusive. State programs for 4-year-olds relegate Head Start programs to the service of 3-year-olds only. Young children are divided capriciously into those who receive a state program that provides only education, those who receive a Head Start program that provides multiple services, and those who receive no program at all.

Recommendations for Developing Program Quality

A high-quality early childhood program can take place in any setting that has adequate financial and physical resources and an adequate number of supervised, qualified staff--in a private home, center, nursery school, public school, or Head Start program. The following definition of early-childhood-program quality is based on the research findings cited and the collective experience of the past two decades.

An explicit, validated child-development-curriculum approach is the most important component of quality, promoting sound intellectual, social, and physical development by providing a supportive environment in which children choose their own learning activities and take responsibility for completing them. Staff must be trained in early childhood development and the curriculum employed. The National Day Care study confirmed that adults are better at providing early childhood care and education when they have college level training with early childhood content--the type of training that can lead to early childhood college degrees and the early childhood field's competency-based Child Development Associate credential, now prevalent in Head Start. Staff need supportive curriculum supervision and inservice training from persons knowledgeable in the specific curriculum used. Effective administrators provide for early childhood staff

development, including meetings at least monthly that deal with the issues of day-to-day operation of a child-development-curriculum approach. Evaluations should be developmentally appropriate for young children. Groups should be small, with no more than 16-20 three- to five-year-olds for every two adults.

Teaching staff should join with parents, working as partners in their children's development. Staff are the recognized experts on child development principles and are treated as such by parents. But parents are recognized as the ultimate experts on their children's behavior, traits, and family background. Staff must be sensitive to children's physical, health, and nutrition needs and families' child care and social services needs. Young children living in poverty may need publicly provided meals and preventive health care; their families are often under stress and may need help in finding agencies that address their needs. Young children whose mothers are in the labor force usually need full-time child care even when they are enrolled in part-time programs.

In light of this definition of program quality, we make the following recommendations to develop and maintain the quality of Head Start programs.

Recommendation 4. Increase the salaries and benefits of qualified Head Start teaching staff by 25 percent this year.

If staff are to be properly trained in early childhood education, they must receive decent, competitive salaries and benefits. Yet, the average annual Head Start teacher salary today is only $12,074, and for Head Start teachers with bachelors' degrees, only $15,403. These salaries are only about half of the average annual public school teacher salary of $28,000, although Head Start and public school teachers both work about 1,300 hours a

year on average. At such wages, it is impossible for Head Start to attract and retain qualified staff.

We not only failed to recognize this problem during the past decade; we made it worse. As shown in Table 1, from 1981 to 1989 per-child spending in Head Start, which is largely determined by staff salaries and benefits, declined 13 percent in real dollars. Adding in an additional 4 percent to offset the inflation from 1989 to 1990, increasing Head Start salaries and benefits by 17 percent would only undo the damage done since 1981. Real increases, substantially higher than inflation, are essential to move the Head Start workforce towards decent, competitive salaries and benefits. The recommended 25 percent increase would amount to a real increase of only 8 percent above what Head Start salaries and benefits should have been, had they kept pace with inflation, a cost per child of $3,340, and an average teacher salary of only $15,093.

Table 1

HEAD START COST PER CHILD, 1981-89

Year	Cost per Child	% Change	Price Deflator[a]	Cost per Child in 1989 $	% Change
1981	2,134		69.2	3,084	
1982	2,203	3	74.1	2,973	-4
1983	2,231	1	77.6	2,875	-3
1984	2,229	0	81.4	2,738	-5
1985	2,339	0	85.1	2,749	0
1986	2,248	-4	87.6	2,566	-7
1987	2,469	10	91.3	2,704	5
1988	2,623	6	95.4	2,749	2
1989	2,672	2	100.0	2,672	-3
Overall		25			-13

[a]Implicit price deflator for state and local government purchases; 1989=100.

Decent, competitive salaries and benefits are necessary but not sufficient for an adequate Head Start workforce. Head Start staff must have adequate training in early childhood education and curriculum; yet one-third of Head Start teachers now have neither a bachelor's degree in early childhood nor a Child Development Associate certificate. All Head Start teachers should be required to have one of these credentials, with preference and higher pay going to those with a bachelor's degree in early childhood. Innovative staffing structures, such as that proposed by High/Scope Foundation President David Weikart in his testimony before the Subcommittee on Education and Health of Congress's Joint Economic Committee on February 26, should be considered very seriously.

Recommendation 5. Set aside 3 percent of Head Start funds for training.

We need to protect our investment in higher salaries and benefits by providing systematic inservice training in early childhood education and curriculum to all Head Start staff. Head Start must take full advantage of the nation's many curriculum specialists and teacher trainers who provide training in developmentally appropriate practices that emphasize child-initiated learning activities. Inservice training efforts should include Head Start administrators as well as teaching staff and also, since public training funds should meet public needs, community caregivers and public school teaching staff and administrators.

We recommend that local Head Start agencies have substantial discretion in how to spend training funds. The role of the central federal administration should be to identify a pool of trainers and training agencies who can meet the training needs of local Head Start agencies. Such an approach creates a publicly funded marketplace, which functions by the laws of supply and demand.

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Recommendation 6. Set aside 1 percent of Head Start funds for research and development.

Research and development are essential to any healthy enterprise. The slippage in America's productivity growth as compared to Japan, West Germany, and other nations has been attributed to our low 1.3 percent rate of investment in research and development. Yet our research and development investment in public programs like Head Start has been even lower than this.

Evaluative research and development efforts should continuously provide feedback to staff and funders. Although long-term research on similar programs has suggested the potential effectiveness of Head Start, the meagerly funded evaluative research on Head Start itself has been disappointing. First, we should ensure and verify that desirable policies and practices are universal in Head Start. Then we should identify and evaluate the nation's best Head Start programs. Then, and not before, we should consider statewide, regional, and a national evaluation of Head Start.

One idea for appropriate research and development is a set of projects that take creative approaches to providing substantial levels of parent involvement. Early childhood programs that are now showing lasting benefits to children supported substantial levels of parent involvement, far greater than the two home visits a year now required by Head Start. For example, teachers in the Perry Preschool program and in Susan Gray's Early Training project made weekly home visits to parents. Increased maternal employment and the decline in public safety in some communities have changed the nature of parent involvement, placing it in the context of need for full time child care and job and literacy training for parents. Thus, creative approaches to substantial parent involvement are needed and should be developed.

Another idea for appropriate research and development is the Head Start Research Cooperative Panel. In it, a a set of Head Start directors from across the country take full responsibility for planning, executing, analyzing, and disseminating research on their programs. The panel is staffed by a research group--in this case, High/Scope--that assists them in these activities. Our experience with such a panel is that it brings a new vitality to research ideas and creates a sense of ownership of research findings that has too often been missing in Head Start research. It also builds the capacity of Head Start agencies across the country to be responsive to research findings.

Shaping the Opportunity

President Bush and the Governors have raised the stakes in the development of national policy on programs for young children living in poverty. But it is up to policymakers in Congress and state legislatures to shape the policies of these programs. You now have a mandate to increase Head Start enrollment capacity. But such a mandate must be broadened to include the development and maintenance of program quality, particularly through substantial increases in Head Start staff salaries. If we do not shape this extraordinary opportunity now, we may never have another one like it again.

STATEMENT OF

ROBERT M. TOBIAS
NATIONAL PRESIDENT
NATIONAL TREASURY EMPLOYEES UNION

TO THE

SUBCOMMITTEE ON HUMAN RESOURCES
COMMITTEE ON EDUCATION AND LABOR

UNITED STATES HOUSE OF REPRESENTATIVES

ON

REAUTHORIZATION OF THE HEAD START ACT

MARCH 2, 1990

1730 K Street, N.W. • Suite 1101 • Washington, D.C. 20006 • (202) 785-4411

Mr. Chairman and Members of the Committee:

I am Robert Tobias, President of the National Treasury Employees Union. NTEU represents approximately 144,000 federal employees, including employees overseeing the Head Start Program in the Office of Human Development Services.

I want to thank you for holding this timely hearing on reauthorization of the Head Start Program. Few would argue that Head Start is among the jewels of the federal government's programs.

In the last year, we have become increasingly concerned about contracting out of what we believe are services essential to the continued success of the Head Start program. In July of 1989, a contract was signed involving the monitoring of grantees participating in the Head Start program. All interested parties were assured that the contractors' responsibilities were to be limited to support services including determining the availability of reviewers, and coordinating travel and payment arrangements. In addition, we were assured that actual Head Start review teams would continue to be led by federal employees knowledgeable about the program.

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During negotiations, HHS repeatedly stated that it had no plans to send out review teams without federal team leaders. When we raised this issue with Members of Congress, HHS made similar assertions in response to their inquiries.

Shortly thereafter, HHS announced that due to budgetary restraints, it intended to begin sending out review teams without federal leaders. It was only after repeated urging from NTEU that HHS agreed to establish even minimal qualifications necessary for these non-federal team leaders.

It is our position that this represents an unacceptable privatization of a major federal oversight responsibility.

These actions seem motivated not by the best interests of the Head Start program, but rather the continuing effort to downsize the government, reduce budgets by the most expedient route without regard to merit and privatize wherever possible.

In addition to our obvious concern over the abrogation of federal oversight responsibilities, we were dismayed that no cost studies had been done to determine if, in fact, this were the more logical course of action. Head Start regulations mandate monitoring of individual grantees and it only makes sense to have the federal employees who administer the program and have first-hand knowledge of its operation overseeing these reviews.

Continued operation of the Head Start program as one of the premier federal success stories in the education field requires continued federal involvement. This is not an issue that should even be negotiable. These reviews serve to uncover inefficient and abusive use of federal grant monies and insure that only the most

meritorious programs continue to be funded.

In order to avoid public perception of Head Start as just another government "pork barrel" which is maintained at taxpayer expense, policing of its grantees must remain in the hands of federal employees who are knowledgeable about and dedicated to the program, and who have no vested interest in the grantees who are receiving the funds.

We applaud the Administration for seeking a $500 million increase in Head Start funding for Fiscal Year 1991. However, this money can only be regarded as worthwhile if it in fact is used to expand and improve on the program.

With funding goes the responsibility for monitoring the Head Start grantees. If the Administration intends to use significant portions of these funds to privatize this function and alter the monitoring process, then, in my opinion, this does not represent an expansion of Head Start, but rather a lack of commitment towards its future.

I urge this Committee to carefully review the Administration's plans for continued oversight and monitoring of Head Start to insure that we do not undermine the very administrative structure that has made Head Start a success.

TESTIMONY FOR THE HOUSE COMMITTEE ON EDUCATION AND LABOR

SUBCOMMITTEE ON HUMAN RESOURCES

HEAD START HEARING

March 2, 1990

Edward Zigler
Yale University

Mr. Chairman and Subcommittee Members, thank you for inviting me to share my perspective on Head Start as you work to determine its shape and size for the immediate future. My entire professional life has been intimately involved with our nation's Head Start program. I was one of the original planners of Head Start and was the government official responsible for the Head Start program during my tenure as the first Director of the Office of Child Development in the Nixon Administration. That office is now the Administration for Children, Youth and Families. I was the senior editor of the archival history, "Project Head Start: A Legacy of the War on Poverty," and in 1980, at the request of President Carter, I chaired the committee that reviewed Head Start after its first 15 years. I have been involved in research and evaluation of Head Start and other early intervention programs for children and families for a quarter of a century. I am the Sterling Professor of Psychology at Yale

University and director of the Yale Bush Center in Child Development and Social Policy.

I am delighted at the President's desire to increase Head Start's budget by $500 million, and even more delighted by this committee's proposal to move more quickly toward full funding of Head Start with an appropriation of $2.733 billion for FY 1991. It is my belief that Head Start is the most important effort ever mounted for poor children in America.

During the first 15 years of Head Start's life, arguments raged over whether early intervention programs have long-term effects. My intimate knowledge of the research literature leads me to the conclusion that, without a doubt, high quality early intervention programs do have long-term effects. Indeed, funds spent on such programs should be viewed not so much as costs but as investments in our nation's future.

In the past 25 years, 11 million children and their families have benefited from Head Start's broad program which encompasses health, nutrition, parental involvement and community governance while it also helps four-year-olds develop verbal and social skills in a preschool setting. Yet, in spite of its success, only 18% of eligible children are in a Head Start program today.

I see the proposed significant increases in Head Start funding as a wonderful opportunity to accomplish two goals: (1) increase the number of children in Head Start and (2)

improve the quality of the program. I must unequivocably emphasize the need to improve quality. Head Start is effective only when quality is high, when the individual local program meets the standards and criteria set forth by the national Head Start Act. There is a direct correlation between the quality of a Head Start program and its long-term effects: it is safe to conclude that the better the program, the more pronounced and lasting its positive effects on children and their families. Below a certain threshold of quality, the program is useless, a waste of money regardless of how many children are enrolled.

When I reviewed Head Start in 1980, I saw evidence of erosion in the quality of many local Head Start centers, often caused by the pressures of inflation in the late 1970's. Fewer teachers and aides worked with larger groups of children; hours were shortened and even months dropped from the program year; important Head Start components such as health screening were ignored or badly done. Where substandard conditions exist today, money and attention should be focused on restoring high standards of quality.

In my opinion, 25% to 30% of the new Head Start budget should be spent on improving quality throughout the country, and 70% to 75% should be spent on expanding Head Start to reach eligible children not now served. I WOULD RATHER TREAT FEWER CHILDREN IN A HIGH QUALITY PROGRAM THAN MORE CHILDREN IN MEDIOCRE PROGRAMS.

While many factors contribute to program quality, the most important is staff: who are the Head Start teachers and helpers? How good are they at working with children? To attract and keep the best possible staff members, we must both (1) increase salaries and benefits and (2) provide excellent training. As more preschool and day care programs are offered throughout the country, Head Start salaries and benefits must become competitive or Head Start's best workers will find better opportunities elsewhere. Frequent staff turnover is harmful to young children: they need continuity of care.

For training, I commend the proposed increase in funds for Child Development Associate scholarships. Head Start workers should be given incentives to get the Child Development Associate training; such incentives have been missing to date. Head Start must institute a salary schedule tied to the staff person's level of training and achievement, be it CDA certification or an AA or BA degree. Improvement in benefits is also critical. We currently have staff members who have worked in the Head Start program for 25 years without having one cent put aside for them in pension benefits.

I also recommend that, for the purposes of training staff and guaranteeing quality, Head Start form a network of colleges and universities where experts can be found in early childhood intervention. Experts from the network would visit Head Start centers regularly to provide on-site training for

Head Start staff. In addition, the network would monitor the centers to make sure that they meet nationally established Head Start criteria for quality. Regional Head Start offices currently do not have the expertise, resources or staff to carry out the newly proposed triennial reviews of all Head Start grantees. These reviews are an excellent idea. If the colleges and universities who provide on-site training to Head Start centers also perform the 3-year reviews, then the reviews will function not as a punitive process but rather as a collaboration over time to achieve the goal of quality.

In addition to good salaries, benefits and training for Head Start workers, I want to emphasize the importance of parental involvement to the success of Head Start. Research on early intervention programs for children suggests strongly that helping parents learn about their children's developmental needs--and helping parents find their way to health care, social services, employment and further education--contribute significantly to the long-term welfare of the child in school and in society. It seems that when parents become involved in their children's early education and are in turn helped with their own pressing problems, they gain a sense of control in their lives and become better socializers of their children for years to come. These parent support activities are all part of Head Start's multi-faceted program and are vital to its success. They should be maintained and even enriched.

An often unnoted aspect of Head Start is its role in innovation. Throughout its 25-year history, Head Start has served as a national laboratory for testing models of early intervention with disadvantaged children. Variations on Head Start's basic program have been tried, as have approaches that fall beyond Head Start's basic domain. Many of these experiments have resulted in valuable programs such as Education for Parenthood, introduced into 3,000 schools; the Child Development Associate program, with 30,000 certificates earned to date; Homestart; Healthstart; Parent and Child Centers; and the Child and Family Resource Program, which pioneered our nation's Family Support Movement. Most recently, Head Start has put into place a nationwide network of comprehensive child development centers. Head Start should continue to serve as America's laboratory for early intervention, and monies should be allocated for this important function.

Those who plan the future of Head Start must deal explicitly with the relation between Head Start and that much larger children's institution, the American school. An important indicator of the success of Head Start is the national move toward preschool education in the schools. My own concept of the School of the 21st Century includes developmentally appropriate care for children age 3 to 5 and family support to parents from before birth to age 3. My best reading of the future is that most schools will begin by educating four-year-olds. Where this occurs, Head Start

should serve 3-year-olds and even younger children through its parent and child centers. In locales where 4-year-old children are not served by schools, Head Start could be a two-year program serving 3's and 4's.

There is currently no convincing empirical evidence that a two-year Head Start program is more effective than a one-year program. However, we should be aware that altering the trajectory of a child's growth and development is a difficult task; our success in doing so will probably be commensurate with the time and resources we expend on such an effort. It was exactly this kind of thinking that led us to change the original Head Start program from 6 weeks to a full year.

I am aware that we are at a point in our nation's history when we suffer from scarce resources. This state of affairs and simple equity demand that we guarantee every eligible child at least one year of high quality Head Start before we provide a smaller group of children two years of Head Start. However, a cost-effective compromise on this issue should at least be tried experimentally. While children can be in the program for one year, let us allow the parents to participate in Head Start for two years. Evidence from the Houston Parent and Child Center and from the Provence Family Support Program in New Haven indicates that such a two-year involvement, with the emphasis placed on supporting the parents, results in better functioning of both the parents and their children.